CENSUS OF INDIA.
1891.

PROCEEDINGS,

PART I. (ENUMERATION),

CONTAINING

ORDERS AND GENERAL INSTRUCTIONS UP TO THE 30TH OF JUNE 1890.

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CENSUS OF INDIA IN 1891.

No. I.

(Statistics and Commerce.)

INDIA OFFICE, LONDON,

No. 8.

The 7th February 1889.

From—Her Majesty's Secretary of State for India,

To—His Excellency the Most Honourable the Governor General of India in Council.

I have considered in Council your predecessor's letter No. 57, dated 2nd October (Home, Public), concerning preparations for taking the Indian Census of 1891.

2. In continuation of the papers forwarded with my Despatch No. 27, dated 10th February 1887, I enclose a copy of a letter from the English Registrar General, dated the 23rd November. It will be seen that Sir B. Henniker's "preliminary report" on the British Census has to be sent to press in the month of May just after the enumeration. It is not possible that the results of the Indian Census can be tabulated and sent home in time for publication in May 1891, and therefore that part of the Federation League's recommendations cannot be carried out. And the proposal to form a body of Census experts for the United Kingdom, India, and the Colonies can hardly take practical effect before your preparations for the Indian Census begin.

3. I consulted Sir William Plowden, M.P., the Indian Census Commissioner of 1881, as to whether he had any special suggestions to offer upon the subject; and he has favoured me with an interesting letter, of which a copy is enclosed for your information. I also forward a copy of a letter from the English Registrar General on the same subject.

4. I am of opinion that the time of year for the Indian Census must be fixed on Indian considerations alone, and that your Census can hardly be precisely synchronous with the British Census. I recognize that you are bound to keep the aims of the Indian Census within the limits dictated by the circumstances of Indian populations, and I have no proposal to make for widening and extending the information to be collected at the actual Census. At the same time, if, after consultation with the Local Governments and skilled Census officers, you propose that the Census inquiries shall include new items of information, I shall be ready to consider such proposals.

5. I shall be glad to receive copies of the detailed instructions and Census forms, as soon as you have decided upon them. And I commend to your consideration Sir William Plowden's suggestion that all these matters, as well as the forms for tabulating Census results, should be settled beforehand, so as to avoid delay in subsequent operations.

No. II.

ENCLOSURE A. TO NO. I.

23rd November 1888.

From—SIR BRYDGES P. HENNIKER, Bart., Registrar General,

To—The Under Secretary of State for India.

I fear that it is physically impossible to comply with the request made by the Imperial Federation League that the results of the Indian Census shall be published with the Preliminary Census Report of England and Wales.

This preliminary report, which I may say is at present confined strictly to England and Wales, and does not even include Scotland or Ireland, is always published very shortly after the actual enumeration, great importance being attached to its appearing at as early a date as possible. On the occasion of the last enumeration, which took place on 4th April 1881, the report was sent to the Stationery Office for the printer on 10th May; so that it would be necessary that the Indian authorities should send in their figures in a form ready for printing by that date, which, of course, is out of the question.

The report simply gives the number of inhabited houses, and of persons enumerated, distinguishing males and females, and the several tables only differ from each other in so

far as that they relate to different areas, such as counties, registration districts, sanitary districts, &c., &c. There is therefore no "set of tables" to forward to your Office. I forward, however, a copy of the report itself.

No. III.

Enclosure B. to No. I.

5, Park Crescent, W.,

The 24th December 1888.

From—Sir W. Plowden, K.C.S.I.,

To—The Under Secretary of State for India.

I have the honour to reply to your letter dated the 21st of November. I regret that I have been unable to answer it at an earlier date, but Parliamentary business has prevented me from taking up the question till the present time.

I am asked to give any advice or suggestions for making the coming Census still more correct and complete than the Census of 1881.

The best method of treating this question would be to take it from two points of view—first, the matter to be collected; and next, the method of collecting the information.

I do not think that there will be any advantage in an Indian enumeration in attempting to collect any further information than was collected at the Census of 1881. The schedule which was then made use of for the enumerators was very full, and will form a successful framework for any further information to be collected at the coming Census. The only question is whether it is not desirable to curtail the amount of information the collection of which has been already attempted. I specially allude to "caste," but this is a matter which can best be decided by the local authorities. I myself have never been in favour of collecting the information in regard to caste by means of the Census enumeration, and have always held that it would be more advantageous, and the information would be more correct, if statistics of this nature were collected not synchronously, but at some other time; however, that is a matter on which there is considerable difference of opinion. The Government of India overruled our suggestions in this direction which were made on a previous occasion, and the whole question has been so very much and materially altered by the amount of information already collected, and specially by the instructions which were issued to the various Local Governments after the enumeration of 1881, that I do not wish to express any opinion on the subject at present. So much then for the information to be collected at the coming Census.

In regard, however, to the method of collecting this information, and making use of it, I think many practical suggestions might with advantage be adopted. The great defect in the Census of 1881 was not in the manner of enumeration but in the method of abstracting and compiling the statistics then collected. The information then collected was fairly sufficient and fairly accurate, but the method of abstracting this information was specially faulty. The fault, I think, rested in the want of preparation. It is quite true that so far back as 1877 a Committee, of which I was the President, sat in Calcutta, under the orders of the Viceroy, to determine what should be the steps taken at the coming enumeration of 1881; but the recommendations made by that Committee, composed as it was of men who had a thorough practical knowledge of the subject they were dealing with—for it consisted of the officers who had presided over the Census in Madras, Bengal, and the North-West Provinces in the preceding enumeration—were not carried out in their entirety, and were not acted upon with sufficient speed. The responsible officer whose appointment they had recommended, by whose action the efficiency and accuracy of the enumeration were to be mainly determined, was not appointed till quite the close of 1880, and partly by reason of the delay in his appointment, and partly by reason of his transfer to a higher office, at the very time the enumeration was taking place, the arrangements for abstracting and compiling the figures and statistics collected at the Census were not so highly satisfactory as they might have been.

It is essential for the satisfactory production of the results of so large a work as an Indian Census that there should be one responsible head for the entire operation, who should be appointed at least 15 months before the enumeration takes place. He should advise the Local Governments on all points of difficulty which might arise in connection with the work to be done, and should work out the arrangement of the various methods which should be employed in the several provinces for arranging and tabulating the information collected at the Census.

It may be as well to bear in mind the fact that in all the reports on Census operations and of Census statistics which have hitherto been framed in the Indian provinces, the basis is two-fold. In the first place, there is the information collected at the enumeration, and then there is certain ancillary information which is to be found in records already in existence which requires to be examined and arranged for the purpose of illustrating the facts brought out at the enumeration. It is obvious therefore that almost the whole of the second part of the work can be, and perhaps had better be, done before the enumeration takes place, while all the work that has to be done in connection with the abstraction of the actual statistics taken at the Census must be done subsequent to the date of the enumeration.

Keeping these two points in view, it would seem desirable that the officer who may be selected to carry out, under the orders of the Government of India, the operations incident

to the Census of 1891 should be appointed at least by November 1889. With him should be associated, for a temporary purpose, all the officers now in India who were employed by the Local Governments as the heads of the Census operations in 1881. They should meet for a fortnight in some central position, say Allahabad or Bombay, to discuss the particular arrangements which should be made to carry out the general views of the Indian Government in their respective provinces; and, for this purpose, the officer, whom I will designate the "Indian Census Commissioner," should frame, in consultation with the Home Office, a synopsis of the complete work which has to be done in the Census, and with that should send out to each of these local officers a series of questions drawing their attention to the particular points in regard to which local information is required. Such a programme, issued with the authority of the Government of India, and sent to each of the provincial officers who were responsible for the operations of 1881, would require no very lengthy amount of consideration on their part, and within a fortnight or a month after that programme was in their hands they ought to be in position to discuss the entire subject with the Indian Census Commissioner in person, and within ten or twenty days they should elaborate all the necessary instructions for carrying out the work in the various Local Administrations wherein divergence of practice might be required owing to peculiarities of local circumstance. Thus, by the close of 1889 or the beginning of 1890, the Indian Census Commissioner would be in possession of all the varied local knowledge in regard to systematizing the work he had to carry out, and would be in a position to approach the various heads of Local Administrations, and to decide, in consultation with them, the methods to be employed in each of the several provinces.

It is to be noted that, though one general form prescribed by the Governor-General of India would have to be filled by the various Governments in collecting the statistics to be obtained at the Census, it is more than probable that in different localities the responsible heads of administration would desire in addition to obtain other information than that comprised in this general form, that they would seek to take advantage of the opportunity afforded by the Census to collect special information which was not desired by the Indian Government. This might lead to the necessity of particular methods of abstraction and tabulation in various provinces, and, this being the case, it would be desirable that the Indian Census Commissioner should be in personal consultation with the heads of Local Administrations in order to secure the objects they have before them, and to secure them in the most effective and economical manner.

It is all-important that the methods of abstracting and tabulating should be determined beforehand, so that the arrangements for officering the Census departments should be completed at a date considerably precedent to that of the enumeration; and even in the matter of printing the forms, it is specially desirable that not only should there be no delay, but that the printing to be done should be arranged for and completed weeks before the day of the enumeration. At the Census of 1881 great difficulty was experienced in consequence of this matter not having been provided for, or, if provided for, not having been arranged for in sufficient time.

My own suggestion, to sum up, is this, that, on the supposition that the Census of 1891 is to take place about the same date in the year as that of 1881, it would be desirable that the officer responsible to the Government of India for the conduct of the Census operations should be appointed by the 1st of November 1889. I do not think it is at all necessary that he should be an officer of so high a standing as was taken at the Census of 1881. To take an officer of such standing means a very considerable charge in way of salary, and the work can be done quite as effectively, but with more economy, by an officer of a more junior position than that selected in 1881.

The Government already possess in the reports submitted in 1881 information which would show them who is the most desirable man to select for this work; and if I might make a suggestion, having had an opportunity of very carefully watching the work done by these officers, and of forming a judgment of their capacity as administrators and statisticians, I would strongly recommend the appointment either of Mr. Baines, of the Bombay Civil Service, or of Mr. Ibbetson, of the Bengal Civil Service, for the work to be done.

As the Government of India would be in possession of the views of the Local Governments in regard to the information to be obtained at the Census, they would be able when appointing their Census Commissioner to place before him a short memorandum, pointing out what were the special matters to which his attention, and that of the seveal local officers whom he ought to consult, should be directed. This memorandum would form the groundwork of his synopsis, to which I have already referred, to be sent out to the various provincial officers. By the middle of December 1889 these provincial officers, who would by that time be placed in possession of the Government of India's memorandum and the Indian Census Commissioner's synopsis, could be brought to consult with the latter officer, and to determine what local modifications or alterations might be necessary to adapt the methods of enumeration and of compilation prescribed under the authority of the Imperial Government to the local requirements of each province. Armed with the information thus obtained from the several local Census officers who were in charge of the enumeration of 1881, the Indian Census Commissioner would at once be in a position, in personal consultation with the heads of Local Governments, ootdecide with them not only the mode of enumeration and the method of abstracting and compiling the Census statistics, but all the details connected with these two operations, and to provide for the work being done in the various provinces in such a manner as to secure the

greatest economy of time, labour, and expense, with the production of the fullest and most accurate statistics.

I cannot too strongly lay stress upon the necessity of the whole of the forms to be used in abstracting and tabulating the Census statistics being determined on and being ready for use previous to the date of the Census being taken. This is a most important point. It was owing mainly to the want of recognition of the importance of this point on the occasion of the Census of 1881 that the delay which subsequently occurred in getting out the statistics was brought about.

I have not dwelt upon any of the details in connection with framing these forms for abstracting and tabulating. They are discussed at very considerable length in various local reports of 1881, but if I can be of any use at a future time in giving information on this matter, I need not say I shall be happy to afford the Secretary of State any assistance in my power.

No. IV.

The 30th January 1889.

ENCLOSURE C. TO I.

From—SIR BRYDGES P. HENNIKER, Bart., Registrar General,

To—The Under Secretary of State for India.

I beg to acknowledge the receipt of your letter of the 23rd instant, and to express my regret that I am unable to make any suggestions to the Secretary of State as to any improvements in the manner of taking, or of tabulating the results of, the Indian Census.

In the Census of England and Wales the subjects concerning which information is collected are simply—number of population in the several districts, sexes, ages, occupations, conditions as to marriage, birth places, and such afflictions as blindness, idiocy, lunacy, and deaf-mutism. All these topics are, I believe, already comprised among the items of information in the Indian Census, which extends moreover to other subjects, such as language, education, and caste, which are not included in the survey of our own enumeration. If there be any other subjects that might with advantage be included in the Indian Census, they are subjects which could only be suggested with any authority or propriety by persons more conversant than myself with Indian affairs. This same remark applies also to the method of collecting the information. The most advantageous machinery, and the best organization for the purpose, can only be known to those who are familiar with the country in which the enumeration is to be made. In England and Wales the existence of a registration organization, with some thousands of resident registrars, scattered over the country, and under the authority of a Central Department in London, *viz.*, the Registrar General's office, furnished a convenient body, which, though instituted for a different purpose, was, so soon as instituted, utilised for the taking of the Census. But whether there be any analogous organised body in India is a matter on which I am quite ignorant.

Neither can I offer any suggestions as to the best manner of tabulating the collected data. There are persons, I am aware, who wish that the forms used for tabulation should be identical in all parts of the British Empire, so as to allow of simple collation, and the consequent construction of tables relating to the aggregate population of the entire Empire. Such tables would, in my opinion, be of no use whatsoever. Real uniformity (say) in the tables of occupations, between populations differing so vastly from each other as that of India and of England, is utterly impossible; and a mere superficial uniformity, which means the grouping under identical headings of facts fundamentally different, to be a thing on every ground to be deprecated. As a matter of fact the Indian Census authorities did in 1881 adopt, with some slight modifications, the form for tabulating occupations previously used in the United Kingdom, and a perusal of the Indian Census Report shows how unsuited it was found to be for a country where the conditions of life and the circumstances of the people differ radically from those prevailing in Western Europe.

I am, therefore, distinctly of opinion that the choice of subjects for inquiry, and the form in which the information should be tabulated, so as best to meet the special conditions and requirements of India, or indeed of any other of our dependencies or colonies, must be left entirely to those who are intimately conversant with the peculiarities and requirements of such part of the Empire, and that all suggestions of uniformity with our own Census should be set aside as worse than useless. If any exception be made to this general statement, it is that it would be advisable that in all parts of the Empire the ages of the people should be tabulated by quinquennial periods (0—5, 5—10, &c.); but this is, I believe, already the case in the Indian Census.

No. V.

NOTIFICATION—By the Government of India, Home Department.

SIMLA,

The 28th August 1889.

No. 18.

Mr. J. A. Baines, Bombay Civil Service, is appointed Census Commissioner for India, with effect from the forenoon of the 19th instant.

No. 2—20.—Copy forwarded to the Financial and the Foreign Departments for information.

No. 2—21-31.—Copy forwarded to the Local Governments and Administrations (including the Superintendent of Port Blair and the Nicobars), for information, in continuation of No. 1—1-11, dated the 11th May 1889.

No. VI.

No. $\frac{1}{1889}$.

OUTLINE OF CENSUS OPERATIONS.*

A.—Preliminary Arrangements.

The *area* to be included in the operations must first be ascertained, when not recorded in survey publications, and must then be mapped out into *charges*. In most parts of the country the charge will coincide with the main revenue sub-division, or administrative area subordinate to that subdivision but larger than a village. This sub-division will probably form the unit of local compilation. The next step will be the registration of *houses*, as defined for census purposes, in the above charges, and the preparation of lists of buildings included in the definition. The list will probably be for *villages*, compiled into a charge total. The charge-superintendent will then pass the list on to the officer to whom he is subordinate with his proposals, based on relative proximity of houses and density of house-population the distribution of the area into *enumerators' blocks*. These proposals, after being scrutinised by the above official, will be sent to the head of the district, by whom they will be revised in a committee of his revenue subordinates. The complete proposals for the district will next be sent to the Provincial Superintendent of Census, by whom they will be reviewed, as far as possible, in personal consultation with the Collector or Deputy Commissioner. The Provincial Superintendent will necessarily take the opportunity of testing in each district the application of the Census definition of a house, in order to ensure as great uniformity as possible throughout the country. He will then finally sanction the proposals as finally revised, and return them to the district in order that each house may be definitely numbered according to a list to be prepared for each block, compiled into a register for each supervisor's *circle*. In the meantime, the head of the district will have prepared a list of all officials available for employment as enumerators and supervisors respectively, and will also obtain information as to the number of non-officials whose aid in these duties can be counted upon. He will then distribute them amongst the Census areas in the manner least inconvenient to their regular duties; and where any deficiency of agents is found, he should arrange to supplement it, in consultation with the Provincial Superintendent. The instruction of the supervisors and of resident enumerators should then be taken in hand by the charge-superintendents and their superior officers. In cities the course of operations will be the same, the Municipalities preparing the sub-division of wards or streets in consultation with the district-officers, except in the capitals of provinces, and providing for the numbering of houses and the provision and distribution of agency.

1. Record of areas and distribution of charges.

2. Registration of houses and approximate population of villages.

3. Distribution of charge into blocks, and revision of registration, &c.

4. Distribution of circles, and numbering of houses.

5. Provision of Census agency and instruction of supervisors and enumerators.

By this time the supply of blank schedules and covers for enumeration books will have been printed and distributed to charge-superintendents, who will forthwith make up the several books required for their sub-divisions,† due regard being paid to detailed instructions about providing a margin for emergencies, in order that there may be no dealy at the last moment in having the full number of schedules in the enumerators' hands. The books being made up, numbered and registered, will be packed by circles for issue.

6. Provision of schedules, and preparation of block-books.

The next proceeding will be the *preliminary record* of the population in the schedules for each house. This will be performed by the resident enumerator for his ordinary charge and not only for the block with which he may be entrusted at the Census itself. The interval between this preliminary record and the Census will vary in different localities, being comparatively short in cities, and extending to as much as a month in outlying tracts. Whatever be the period allowed, it will be entirely occupied in a minute and careful test of the entries by the supervisors, Superintendents and Divisional Officers, and doubtful points will be referred to the head of the district, by whom they will be submitted, where necessary, to the Provincial Superintendent. Where the scrutiny is properly carried out it will be ascertained, first, whether every house or inhabitalbe building has been include, or, as in the case of serais and landing-places, loose forms are provided; and, secondly, whether the instructions on matters of detail have been understood and followed by the enumeratorers.

7. Preliminary filling in of block-books by local agency, and test of the entries by supervisors and Superintendents.

* Modifications in details will be necessary to suit each Province and will be discussed and provided for at the Census Conference. This note contains merely the rough sketch of the course of operations.

† It was subsequently found convenient to have the binding done at the Press in standards fixed by the Provincial Superintendent.

At such time before the Census as may be fixed for each locality, the enumerators will all present themselves at the place fixed upon as the head-quarters of the circle, and will receive from the supervisor their books, list of houses and code of instructions for the final check and correction of their schedules up to date. They will then proceed to their respective blocks, which will be shown them in detail, if they be strangers, by the agency deputed for the purpose. The supervisor will necessarily see that the order of his movements after the enumerators have dispersed is kept secret, and as soon as the Census begins will proceed as actively as possible to satisfy himself that the work is being, or has been, performed strictly in accordance with the instructions.

8. Final muster and instruction of enumerators by supervisor.

9. Census-night and procedure thereon.

After the Census has been completed by the enumerator as prescribed, he will return to the head-quarters of the circle and there make out, on a slip to be provided by the supervisor, the total number of males and females respectively enumerated by him in his schedule-book. This return will be checked as prescribed, and until it has been passed by the supervisor as correct the receipt for the schedule-book will not be given. The supervisor will then collect all the books, registers of houses and slips for his circle, and return with them to the head-quarters of the charge-superintendent, by whom arrangements for indexing, packing and recording will have been made beforehand. The supervisor will have his packet of schedules, &c., checked with the charge-register, and then add up the slips he has received from the enumerators into village totals, which, after proper checking, will be posted in a sub-divisional summary.

10. Recovery of books, and preliminary totalling of population by sexes.

This summary, when finally corrected and completed by the inclusion of the figures for travellers and inhabitants of tracts not synchronously enumerated, will be sent without delay to an official at the head-quarters of the district, who will prepare similarly a return for the whole district, which he will send to the Provincial Superintendent of Census. The latter will treat the district return as the head-quarter official treated the sub-divisional figures, and communicate the results for the Province as a whole to the Census Commissioner.*

11. Census of floating and Forest &c., population, and compilation of preliminary totals.

The system of abstraction, tabulation and compilation of the results of the Census will be settled hereafter. The only point essential to the present outline is the necessity for providing beforehand a full supply of the sheets, registers and tables required for the purpose. Whatever the system and degree of centralisation finally adopted, this point must receive attention.

12. Provision locally of abstraction-sheets and tabulation registers.

As regards printing, it will be necessary to see that the house registers, schedules and minor forms, such as travellers' tickets and boat-certificates, &c., are begun about ten months before the Census. The Census Commissioner will call for specimens of material and for suggestions regarding printing from the Superintendents of the local Government Presses; and after getting the full information required about cost, carriage and adaptability, the Local Governments will be asked to estimate from the data of 1881 the probable amount of paper, including covers of block-books and the like, which will be wanted. As it is probable that the size of schedule will be identical with that of the 1881 Census, the estimate should be pretty accurate.

13. Preliminary arrangements for printing schedules and other forms wanted for the enumeration or immediately afterwards.

The first job should be printing off the house-registers, which with the schedule and instructions will have been previously translated into the required languages by a committee of experts, under the supervision of the Provincial Superintendent. These should be issued as soon as possible, to make room for the enormous mass of household-schedules which will have to be turned out by a date at least four months before the Census, in order to allow time for the stitching up of books and their distribution. As soon as the bulk of the schedules is off the press, the Provincial Superintendent should put in hand the abstraction sheets, village registers and compilation-tables. These should all be nearly completed within a month of the Census, and in that month the final forms of the returns will have to be turned out. Estimates of the numbers required of each sheet will be based on the number of block-books registered, allowing large margin for instruction and waste. As much notice as possible should be given to the Press Superintendents, as in some cases it may be found necessary to order additional plant, such as ruling or cutting machines, or to put on special distributing establishments. The main point throughout these preliminary operations is to have the greater part of the work done some time beforehand, so as to have no hurry or difficulties at the last moment. This applies to the issue of instructions as much as to the numbering and registration of houses and the supply of Census forms.

14. Printing operations.

In this general outline it is unnecessary to enter into the arrangements to be made in special cases, such as those of vessels, military lines and other parts of a cantonment, travellers by road or rail, and forest tracts. Municipal arrangements, too, will follow the general lines of the district operations, and with some modifications will be carried out much as on the last occasion. Native States will be dealt with separately, in accordance with the amount of detail they are willing to undertake in the enumeration.

15. Minor details of arrangement.

* It has been since arranged to have the district figures communicated simultaneously to the Census Commissioner and the Provincial Superintendent.

As regards British territory, it is not intended to carry this sketch further than the compilation of the rough totals of males and females immediately after the Census—a process which, if carefully checked from the block upwards, will not only allow of the speedy publication of the general population returns, but serve as a valuable test of the abstraction, which invariably requires some such check whilst the hands engaged are new to their work. The system of abstraction and compilation will form the subject of a separate paper, after the questions involved have been discussed at the Census Conference.

B.—Distribution of the Preliminary Work.

It is assumed in the following proposals that the Census will take place about the middle of February 1891.* The Census Commissioner has been appointed from the 19th August 1889, and, subject to modifications at present unforeseen, the distribution of the work will be as detailed below.

The Census Commissioner will begin by noting as many of the doubtful points and difficulties that arose, in the course of last Census, as can be traced in the Provincial reports. By the end of September, having got what he can from the experience therein recorded, he will submit to Government a note of these difficulties, and of other points connected with the Census which he may consider worthy of further elucidation, which should be circulated to Local Governments and Administrations for communication to the Provincial Superintendents of the Census of 1881. The aforesaid Governments should be asked at the same time to depute those officers, or as many of them as may be in India at the time, to meet the Census Commissioner at Allahabad† about the beginning of December, and there discuss all the above points and other Census questions, administrative and statistical, embodying the conclusions at which they arrive in a draft proposal which will include all forms and general instructions to be made use of in the Census. This Conference will probably not take less than a fortnight to thoroughly discuss so many questions as will be brought before it. The draft will include questions regarding abstraction and tabulation as well as enumeration and its preliminaries, and form, in fact, a complete scheme for the administration of the Provincial operations. It will be submitted to Government as soon as possible after the Conference by the Census Commissioner, with his comments and explanations.

1889.

August and *September*.

Census Commissioner will prepare questions for Census Conference.

October.

Census Commissioner will submit the above note of *agenda* for the Conference, which will be circulated to Local Governments. He will meanwhile arrange for supply of paper, &c., for Census forms.

November.

Census Commissioner will prepare general instructions for Census arrangements in Provinces, &c.

December.

Census Conference will be held in Allahabad† for a fortnight or three weeks to draft schedule, and instructions, and to settle system and forms of abstraction and compilation.

1890.

January.

Census Commissioner will prepare draft for submission to Local Governments in detail, and see to estimate of cost of material and preliminary operations.

Before joining the Conference, the Census Commissioner will take steps towards having the necessary supply of paper, &c., provided, and, if possible, distributed‡ to the local headquarters. He will, in so doing, be required to consult the Superintendents of the various Central Presses and the Local Superintendents of Stationery, in order to get a stock of suitable paper laid down as economically as possible. He will also do what can be done at so early a stage in the operations to define the periods at which each set of forms should be taken in hand and distributed respectively, and frame a rough estimate of the cost of paper, carriage, printing and issue of forms up to the date when all required before the census should be completed.

On receipt of the Conference draft, Government will circulate the proposals, after such revision as may be thought necessary to Local Governments and Administrations for opinion and early report. By the middle of February all the replies should be received, and by the end of that month the Census Commissioner should be in a position to issue the final instructions and standard forms. Meanwhile he should have drafted proposals regarding the collateral information required in connection with the direct Census statistics, as, for instance, territorial changes, corrections of areas, details of epidemics, famine, vital statistics, and the agricultural and land revenue tables which formed a part of the returns for 1881.

February.

Local Governments should return draft with their criticisms and suggestions. The Census Commissioner will finally review the above for Government of India and arrange for obtaining collateral statistics for Census purposes. He will also finally arrange the supply of paper, &c.

The Provincial Superintendents should assume charge of their duties on the 1st April. Previous to this, however, it is advisable for the Local Governments and Administrations to furnish them with the instructions and copies of the schedule and other forms required during the preliminary arrangements. They will also, no doubt, have read up the reports for 1881, and noted the points which should first engage their attention. The translation of the instructions to enumerators and supervisors and of the schedule should be undertaken by the Local Governments and Administrations as soon as the English copies are received from the Census Commissioner; and one

March.

Final instructions should issue with all necessary forms and explanations. The Census Commissioner will begin his tour of Conference with Local Governments. Superintendents for Provinces will read up Census literature. Local Governments to begin translation of schedules and instructions to enumerators, definitions, &c.

April.

Provincial Superintendents should assume charge of their duties, and revise translations and prepare detailed local instructions. The Census Commissioner will visit some centres to confer with Superintendents. The printing of the translated house-registers should be begun.

* It has since been fixed for the night of the 26th February. | † Agra was subsequently found more convenient.
‡ This was found impracticable.

of the first duties of the Provincial Superintendent should be to preside over a committee of experts, not merely scholars, and revise the official translations. Some time must be given to this task, as experience has shown that unless the rendering in the vernacular be perfectly suited to the class which has to work by it the probability of erroneous interpretation is strong, and the results seriously detrimental to the smooth working of the enumeration.

Detailed instructions required by local circumstances should be drafted and sent by the Provincial Superintendents to the Census Commissioner as soon as possible after the beginning of April. About that date the Census Commissioner will visit the head-quarters of each Government or Administration, and confer on matters omitted from the general orders already issued. He will also assist the Provincial Superintendents as far as possible in questions of detail. This tour will probably last till the end of May, by which time the preparation of the house-registers should be begun under instructions issued locally. The Provincial Superintendent will then commence his tour of inspection and conference with the district officers, in connection with the numbering of houses, the distribution of blocks and the provision of agency. Before leaving his head-quarters he should have seen the printing of the schedules well started, and arranged for their issue and safe custody till required by the supervisors for the preliminary record.

May.

The Census Commissioner will continue his tour throughout the month. Provincial Superintendents should put printing of household schedules in hand, and see to distribution of house-registers.

June.

The Census Commissioner will return to arrange estimates, reply to references, and so on. The Provincial Superintendents will begin tour of conference and inspection of house-registration.

The Census Commissioner should return to head-quarters after his tour, in order to be able to dispose speedily of the numerous references that will undoubtedly be made on points of detail, and also to revise the estimates for the current year. Similar steps will have to be taken later on by the Provincial Superintendents, who will dispose of references from District Officers, reserving the more general questions for the decision of the Census Commissioner. His tours about this time should be particularly directed to the test of the application of the definition of a house, and, as far as possible, uniformity of practice should be ensured. After August the Census Commissioner will take up the question of the organisation of the abstracting and compiling agency, whilst the Provincial Superintendents will find their time fully occupied with the supervision of the printing of the minor forms for enumeration, and in inspecting the house-numbering.

July.

Almost as above. House-registration should be in progress throughout the Provinces, and the Superintendent will test the results and arrange for agency of enumeration and supervision.

August and *September.*

The Census Commissioner will organize and work out the system to be followed in abstraction and compilation, and arrange for printing forms for it. Provincial Superintendents will continue inspection, and see to printing supplies of certificates, tickets, special schedules, &c.

About the middle of October the Census Commissioner will start in his turn on a tour of inspection of that work, and also note the general progress of operations in each Province. He will also probably find it necessary to visit the head-quarters of the Chief Native States and Agencies, to give advice upon the procedure to be allowed in connection with the preliminary enumeration and the abstraction of the results of the Census proper. The Provincial Superintendent will find full occupation in supervising the arrangements in the larger cities, in disposing of the last demands for schedules, in arranging for special areas or classes, and, towards November and December, in getting out his stock of abstraction-sheets and tabulation-registers. During January the arrangements for abstraction should have been completed by the Provincial Superintendent, who will be free, accordingly, for strict test of the preliminary record, which should be undertaken towards the middle of the month in rural, towards the end in urban, circles. He will have already seen that the supervisors are properly acquainted with their duties and have tested the comprehension by enumerators in the parts he has visited, of their instructions. As the month will be spent in almost continuous travelling on the part of both Census Commissioner and Provincial Superintendent, all momentous questions will have to be propounded and decided before this final tour begins. The work up to the Census will be the same, the cities requiring more attention than the country as that date approaches. The Provincial Superintendent will have seen that the arrangements for the collection and registration of enumeration books, the compilation of rough totals, and the record and transmission of the forms and registers to the abstracting-centres are all in working order, and will then await the results at his head-quarters.

October.

The Census Commissioner will begin tour of inspection of preliminaries, test of house-registration and numbering, will visit Native States to confer about arrangements there. Provincial Superintendents will see to distribution of schedules, &c., inspect work in large cities, &c.

November.

The Census Commissioner will continue his tour of inspection. Provincial Superintendents will begin printing of abstraction-sheets, &c., and see to the arrangements for ports, railways and other special areas.

December.

Census Commissioner will continue on tour, will complete arrangements for abstracting and compiling. Provincial Superintendents will arrange for preliminary record of entries in schedules, and will instruct and test knowledge of supervisors and enumerators and distribute abstraction-sheets.

1891.

January.

Printing and distribution of abstraction-sheets should be completed. Preliminary record will begin towards middle of month. Provincial Superintendents will move about on tour of test and instruction. Census Commissioner will also test wherever opportunity found.

The Census Commissioner will return to his head-quarters after the Census is over, to await receipt of provincial totals, answer references about abstraction, as experience in working is gained, and prepare the estimates for the coming year. The Provincial Superintendents will be much engaged in tours of inspection of the abstraction work and in testing the first results.* This, after the receipt of the rough totals and the preparation of estimates, will occupy them mainly through March, April and May.

February.

As above, up to date of the Census, when the Commissioner will return to await totals and references at his head-quarters. Provincial Superintendents will continue tests, and see that arrangements for abstraction are completely organised, and see to custody and transmission of schedule-books. City work will require special attention to date of Census. Then commence tour of organising and starting abstraction.

The Census Commissioner will begin his tour of inspection and test of abstraction-work in May, and on its conclusion will return to his head-quarters to organise his own compiling and check establishment,† and to await receipt of the provincial tables. It will depend upon the expedition and accuracy of the work done in the provincial offices, whether it will be necessary for him to undertake a second tour of inspection or not. The Provincial Superintendents, however, will have to be moving between their abstracting centres until the compilation of subdivisional returns is completed, when all their time will be required at their compiling centre, to superintend classification and test the general accuracy of the local work.

March, April and *May.*

Provincial Superintendents will be entirely engaged in supervising and testing abstraction, in furnishing preliminary returns, and in framing estimates. The Census Commissioner will remain at head-quarters till May, when he will begin tour of inspection of abstraction and compilation work, and arrange for his own Central Office of check and compilation.

On conclusion of abstraction, the Provincial Superintendents will remain at their head office to superintend classification.

NOTE.—As the Census Act will probably be again required, the draft might form a part of the proposals discussed and reported on by the Census Conference.

C.—CORRESPONDENCE.

The enumeration-schedule, the instructions as to how it is to be filled up, and the final forms in which the results of the enumeration are to be compiled for Imperial purposes, will all be issued by the Government of India. For convenience sake, however, the replies‡ of Local Governments and Administrations to the Circular of the Conference draft should be addressed to the Census Commissioner direct, who will thus be able to offer his remarks upon them before submitting them for the final consideration of the Government of India. Matters of detail arising out of the instructions, &c., finally issued, and not affecting the principle on which the Census is based, or the results as authoritatively settled, should be decided by the Census Commissioner direct, as should all questions of compilation, involving no modification of the Imperial returns and no material addition to the cost of the operations.

Estimates of expenditure, whether framed before or after the appointment of a Provincial Superintendent, should be sent direct to the Census Commissioner, who will submit them, referring to Local Governments direct on any points that may seem to him to require explanation.

Correspondence about the supply of paper, &c., should be conducted directly by the Census Commissioner with the local authorities consulted, *viz.*, the Superintendents of Stationery and of Central Presses. Any selection made finally should be communicated with details to the Government of India direct.

The Provincial Superintendents should correspond with the Census Commissioner direct on all matters of detail, and on all questions of the working of the sanctioned arrangements; but on questions of estimates, general instructions, size of blocks, provision of stipendiary agency, system of abstraction and tabulation, as distinguished from procedure, his communications should go through the Local Government or Administration.

A periodical abstract of questions about details and the Census Commissioner's answers will probably be found advisable for circulation to Provincial Superintendents, if such references be numerous and likely to affect more than the Province making them.

As regards Native States, Agents to the Governor General and Residents in independent positions, as at Hyderabad, Mysore and Kashmir, should be considered as on the same footing in the matter of correspondence as a Local Government or Administration, and should communicate with the Government of India on statistical and administrative questions through the Census Commissioner. The latter will communicate direct on questions of detail only, unless the point is one of great urgency.

D.—CENSUS OF NATIVE STATES.

It should be first ascertained which States are willing to undertake a Census in February 1891. The next questions that will have to be dealt with will be (*a*) how far a synchronous enumeration will be provided for, and (*b*) how much of the schedule prescribed for British India will be adopted in such States.

In 1881 the following States joined the general Census:

(1) Hyderabad.
(2) Baroda.
(3) Mysore.
(4) Central India Agency.
(5) Rajputana Agency.
(6) Bombay Feudatories.
(7) Central Provinces Feudatories.
(8) Bengal Feudatories.
(9) North-Western Provinces Feudatories.
(10) Punjab Feudatories.
(11) Madras Feudatories (and Travancore and Cochin).
(12) Manipur.

* This does not apply to Provinces where a single abstraction centre is organised.

† This arrangement will probably be changed in favour of a simultaneous communication of totals for districts or divisions to the Census Commissioner and the Provincial Superintendent.

‡ Modified to "copies of."

The omissions were Kashmir, Nepal and Sikkim, the two latter being beyond British India. It does not appear why the operations in Travancore and Cochin should not, like those of Kutch and Kolhapur, be carried out in consultation with the Provincial Superintendent, and the returns published by the Madras Government with those of Pudukottah and Hill States.

A special schedule was adopted in Rajputana, Central India, Manipur, and the Feudatories under the Central Provinces, and synchronous enumeration was not attempted in most parts of Rajputana and Central India, or in the Central Provinces Feudatories. In fact, except in the cities and open plains, it appears that the enumeration was conducted by house-to-house visitation spread over one or two days, and in the hills over a still longer period.

E.—CENSUS OF WILD, UNSETTLED AND OUTLYING TRACTS.

In every Province certain areas were excluded from the synchronous enumeration in 1881, and corresponding arrangements will have to be allowed on this occasion. Most of the above areas consist of hilly country, and in Burma of some islands, also, at a distance from the coast of Mergui. But fresh questions arise regarding the Census of 1891. For instance, is it advisable to arrange for the enumeration of Upper Burma, and, if it be, then of what tracts and in what detail beyond that of houses? Similarly, with regard to the dependencies of Aden on the Somali Coast, Zaila, Berbera, &c. On the last occasion the Census of Aden was carefully taken and recorded, but not included in the return for British India. This was also done with regard to the record of the Andaman islands, or rather of Port Blair, whilst that of the Laccadives was included with the return for the Malabar district in the Madras Presidency.

The question of reducing the area in British India Proper which cannot possibly be enumerated simultaneously with the rest will be discussed at the Census Conference, and the conclusions reached submitted with the general draft to the Local Governments, &c., concerned. The figures for Aden and the Andamans will be tabulated apart from, and below, those for the Continent. The Laccadive return must continue to be incorporated in that for Malabar, for the sake of comparison with last Census, the population being separately noted. The questions, therefore, remaining for decision are those regarding Upper Burma and the African dependencies of Aden. It is also to be presumed that the enumeration of the Quetta district will include the railway and head-quarter population only and exclude that of the districts, which are not, strictly speaking, British territory. Outlying cantonments will be similarly treated, under the general superintendence of the Officer Commanding the District, in the same way as those isolated in foreign territory in Rajputana, Central India, Baroda and Hyderabad.

J. A. BAINES,

30th August 1889. *Census Commissioner.*

No. VII.

SIMLA,

The 20th September 1889.

No. $\frac{3}{1889}$.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—The Secretary to the Government of India, Home Department.

Having perused the correspondence connected with the Census Commissioner's office in 1880-81, I have now the honour to address you on some matters of detail referring to the appointment, and to make suggestions as below.

2. Local Governments, Administrations, and Agencies should be requested to address all communications on Census matters to or through the Census Commissioner at Simla, which will be his head-quarters, or at such place as he may from time to time notify, when on tour.

3. The Census Commissioner should dispose of all Census business referred to him as above, except questions relating to the information it is proposed to collect at the time of enumeration or subsidiary to it, and the form in which it is to be exhibited for Imperial purposes. He will also refer to the Government of India questions affecting the general system of procedure and the estimate of the cost of the operations, and any other points in which the action of that Government seems necessary.

* * * * *

11. I now come to the arrangements for tours, the rough outlines of which I submitted in my note of last week.* Government will see that I propose to spend a great proportion of my time in visiting the different Provinces. There

* Should be *month*.

will be three tours, the first two of considerable duration, and both extending all over India. On the first, head-quarters will be visited for the purpose of organization.* The second is one of supervision and test, and will include numbers of stoppages at the smaller places to see how the preliminaries are being carried out. The first may extend from about March to June inclusive. The second from October to February inclusive, or about five months each. The third, being one of inspection of work done after the Census, will depend both in date and duration on conditions at present uncertain.

No. VIII.

SIMLA,

The 11th October 1889.

No. 5246.

From—J. F. FINLAY, Esq., Deputy Secretary to the Government of India, Department of Finance and Commerce,

To—The Comptroller, India Treasuries.

I am directed to request it that you will arrange from time to time for the payment of the salary and other bills of the Census Commissioner for India at any Treasury in India at which he may give you notice that he requires payment, as directed in the enclosed extract (paragraph 4) from a letter from that officer to the Government of India in the Home Department.

* * * * * * *

3. All expenditure incurred by and on account of the Census Commissioner should be audited by you and charged to "26—Minor Departments, Census."

* * * * * * *

No. IX.

SIMLA,

The 29th October 1889.

NOS. 40 TO 45.

From—C. J. LYALL, Esq., C.I.E., Officiating Secretary to the Government of India, Home Department,

To—The Chief Secretaries to the Governments of Madras, Bengal, and the North-Western Provinces and Oudh; the Secretary to the Government of the Punjab; the Chief Commissioners of the Central Provinces and Assam.

With reference to Home Department Notification No. 18, dated 28th August 1889, appointing Mr. J. A. Baines, of the Bombay Civil Service, to be Census Commissioner for India with effect from the 19th idem, I am directed to explain, for the information of His Excellency the Governor in Council / His Honour the Lieutenant-Governor / your information, that, in making the appointment of a Commissioner to supervise the Census of 1891 at this early date, the Government of India had in view the desirability of preventing the recurrence of the inconvenience which was experienced at the last Census owing to the delay in the publication of general orders on some points connected with it.

* The first tour of the Census Commissioner began at the end of February, and lasted till the 10th of June 1890. The following places were visited:

February	24th	... Left Simla.
„	26th	... Lahore.
March	1st	... Agra.
„	3rd-9th	... Indore.
„	10-11th	... Bombay.
„	12th	... Baroda.
„	13-18th	... Bombay.
„	20th	... Allahabad.
„	22nd-29th	... Calcutta.
April	1st-3rd	... Shillong.
	7th-26th	... Darjiling.
	27-30th	... Calcutta.
May	1st-2nd	... Calcutta.
„	9th-16th	... Rangoon.
„	20th-21st	... Calcutta.
„	24th	... Bhosawal (met the Berar and Central Provinces Superintendents).
„	25th	... Bombay.
„	27th	... Bangalore.
„	28th-31st	... Ootacamund (met the Madras and Mysore Superintendents).
June	2nd	... Madras.
„	4th	... Bombay (met the Hyderabad Superintendent).
„	6-7th	... Abu (met the Commissioner of Ajmere).
„	10th	... Returned to Simla.

2. Mr. Baines has since his appointment been engaged, under the orders of the Government of India, in drawing up a general plan of the preliminary action to be taken, a sketch of which is given in his letter No. 4—1889, dated 8th instant (copy enclosed). The Government of India, I am to say, approves of the proposal advocated by Sir W. Plowden* and Mr. Baines that a Conference of officers who were engaged as Provincial Superintendents in the Census of 1881 should be held in the second week in December next, and has decided that the most suitable place for it to meet at is Agra. The Conference may be expected to last from a fortnight to three weeks, and I am to request that † ‡ may be deputed to attend it, and that instructions may be given to him/them before he/they join (is) it on any points on which the Local Government/Administration considers them to be necessary.

* *Vide* letter of 24th December 1888, (enclosure B to No. I of this compilation).

† Madras ... ... with the permission of His Excellency the Governor in Council,
Bengal ... ... with the permission of His Honour the Lieutenant-Governor.
N.-W. P. and Oudh ... ... with the permission of His Honour the Lieutenant-Governor.
Punjab ... ... with the permission of His Honour the Lieutenant-Governor.

‡ Madras ... ... Mr. G. Stokes.
Bengal ... ... Mr. Bourdillon.
N.-W. P. and Oudh ... Messrs White and Kitts.
Punjab ... ... Mr. Ibbetson.
Central Provinces ... Mr. Drysdale.
Assam ... ... Mr. Driberg.

3. I am to take this opportunity of inviting the opinion of His Excellency the Governor in Council / His Honour the Lieutenant-Governor / your opinion as to the manner in which correspondence regarding the Census should be conducted between the Local Governments and Administrations and the Census Commissioner on the one hand, and the Census Commissioner and the Provincial Superintendents on the other. On these points the Census Commissioner has made the following proposals to the Government of India :

The enumeration-schedule, the instructions as to how it is to be filled up, and the final forms in which the results of the enumeration are to be compiled for Imperial purposes, should all be issued by the Government of India. For convenience sake, however, the replies of Local Governments and Administrations to the Circular issued as the result of the deliberations of the Conference should be addressed to the Census Commissioner direct, as this will enable him to offer his remarks upon them before submitting them for the final consideration of the Government of India. Matters of detail arising out of the instructions, &c., finally issued, and not affecting the principle on which the Census is based, or the results as authoritatively settled, should be decided by the Census Commissioner direct, as well as all questions of compilation, involving no modification of the Imperial returns and no material addition to the cost of the operations.

Estimates of expenditure, whether framed before or after the appointment of a Provincial Superintendent, should be sent direct to the Census Commissioner, who will submit them, referring to Local Governments direct on any points that may seem to him to require explanation.

The Provincial Superintendent should correspond with the Census Commissioner direct on all matters of detail, and on all questions of the working of the sanctioned arrangements ; but on questions of estimates, general instructions, size of blocks, provision of stipendiary agency, system of abstraction and tabulation, as distinguished from procedure, his communications should go through the Local Government or Administration.

The Governor General in Council would be glad to learn whether His Excellency the Governor in Council accepts / His Honour the Lieutenant-Governor accepts / you accept these proposals, and, if not, what modifications in or additions to them he/you would suggest.

4. A separate communication will be addressed to you regarding the pay of the Provincial Superintendent in the Madras Presidency / the Lower Provinces / the North-Western Provinces and Oudh, &c., &c. Meantime I am to say that his appointment need not be made till 1st April 1890.

I am to enclose a memorandum of points connected with the Census in the Madras Presidency / the Lower Provinces / the North-Western Provinces and Oudh &c., &c. (Appendix A), and another of subjects for discussion at the Conference (Appendix B).

No. 46.

Copy of the above, with copy of the papers therein referred to, forwarded to the Foreign Department, with a request that this Department may be informed whether the procedure for the carrying on of Census correspondence described in paragraph 3 might be adopted in the case of Residents and Political Agents.

No X.

SIMLA;
The 29th October 1889.

No. 47.

From—C. J. LYALL, Esq., C.I.E., Officiating Secretary to the Government of India, Home Department,

To—The Chief Secretary to the Government of Bombay.

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2. * * As Mr. Baines is himself familiar with the points which call for attention in regard to the Census in Bombay and Sind, the Governor General in Council does not think that any other representative of the Bombay Government need be deputed to the Conference. If, however, the Governor in Council desires to have any questions specially considered at the Conference, the Government of India will be glad if His Excellency in Council will make the necessary communication on the subject to Mr. Baines.

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No. XI.

SIMLA;
The 29th October 1889.

No. 48.

From—C. J. LYALL, Esq., C.I.E., Officiating Secretary to the Government of India, Home Department,

To—The Chief Commissioner of Burma.

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4. * * The Governor General in Council is very anxious that, if possible, a Census should be taken of Upper Burma and the Shan States; and I am to ask that your views upon this point may be communicated to Mr. Copleston before he joins the Conference at Agra. If it can be arranged to carry out a Census of these tracts, the Governor General in Council thinks that it would be most desirable that Mr. Copleston should be appointed Provincial Superintendent for Burma, as his experience in the Census of 1881 will be of great value in arranging for the Census of the extended area for which statistics would have to be collected.

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No. XII.

SIMLA;
The 8th October 1889.

No. $\frac{4}{1889}$.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—The Secretary to the Government of India, Home Department.

I have the honour to address you with reference to the Conference of the Census Superintendents of 1881 mentioned in the second paragraph of Part B. of my note No. $\frac{1}{1889}$* of the 30th August last.

* No. VI in this compilation.

2. A Conference of this sort was originally proposed in Sir W. Plowden's letter of the 24th of December 1888, recorded as No. 4 in the Census Proceedings of May 1889 in your Department; and I will add my opinion that a meeting of this sort is the best method of utilising to the utmost the experience gained at the last Census. I trust therefore that it will be sanctioned.

3. I would propose that as there is likely to be some difficulty about accommodation this winter in Calcutta, the place of meeting should be Allahabad or Agra, and the time, the first or second week in December. Under the

approval of the Government of India, I will make the best arrangements I can to carry out the above proposition.

4. I would suggest for discussion not only the administrative details of the Census, but the statistical information that it is considered desirable to obtain thereat. The final decision regarding the latter will necessarily rest with the Government of India, but the matured opinions of experts from the different Provinces will no doubt materially facilitate the settlement of the more imporant general questions of this sort that were raised in the reports on the last Census. At the same time, it can be ascertained what information is suggested as the subject of special Provincial returns, and how far it can be obtained consistently with the procedure prescribed for the Imperial Census.

5. As regards the administration of the Census, it is probable that at a Conference such as is now proposed a scheme of procedure can be devised which will be accepted almost in its entirety by the respective Provincial Governments and Administrations. If this expectation be realised, the course of the preliminary operations will be materially smoothened, and less pressure put upon District Officers as the time of the Census approaches. I may mention that in every Provincial report on the last Census stress is laid on the inconvenience caused by the issue of fresh instructions late in the course of the arrangements, and it even appears that in some cases the interval left before the Census did not allow of the instructions reaching the more remote tracts of the Province in time to be adopted. After this warning all precautions will have to be taken to avoid the necessity of such modifications in future, as every point that escaped notice at the beginning of operations in 1880 ought on this occasion to be dealt with, by anticipation, at the Conference of those who suffered by the delay.

6. I append to this letter, first, an abstract of the procedure of 1880-81 in each Province, with a few questions or comments on the more prominent features in the arrangements,* and, secondly, a statement of the main questions to be discussed by me with my late colleagues.† I would suggest that both be forwarded to the latter through the Local Governments or Administrations under which they are at present serving, in order that the matter may be considered at leisure before we meet.

* Appendix A.
† Appendix B.

7. I would also point out the convenience of ascertaining before the Conference, either through these officers or direct, what, in the opinion of the above local authorities, would be the nature and detail of the information (if any) beyond that to be got from the Imperial schedule of 1881, which it is considered desirable to collect at the next Census, whether for Imperial or Provincial purposes. It is not of course intended that this request should apply to Provincial returns containing merely the information embodied in the Imperial tables, but in greater territorial detail. My suggestion refers solely to information entailing additions to the schedule or to the series of abstraction-sheets, such as, for example, detail by age-periods of occupation and education, or of marriage and education by caste, or again, of sect and of subdivision of castes, all of which find place respectively in one or other of the Provincial reports of 1881.

8. I would suggest that the Conference should take up the schedule and accompanying instructions, first, and submit the conclusions reached as soon as possible to the Government of India, in order that this all-important matter should be settled without delay. The rest of the subjects noted, and others which have doubtless been omitted from my list, will then be disposed of in succession. A fortnight, or three weeks at the most, should suffice for the actual sittings of the Conference; so that I hope, with the aid of the discussion thus provided, to be able to submit by the middle of January next a fairly complete framework of the whole of the Census operations, for the consideration of the Local Governments and Administrations.

9. I propose to defer the submission of my own opinion upon the points in question until I forward for the consideration of the Government of India that of the Conference. In the case of Bombay, however, of which Government I shall be myself the representative, I have to some extent departed from this rule, but I will communicate on this subject with the local authorities there before I join my colleagues at Allahabad.

10. Of these last I believe Messrs. White and Kitts are in the North-West Provinces, Mr. Bourdillon in Bengal, Mr. Ibbetson in the Punjab, Mr. Stokes in Madras, Mr. Copleston in Burma, Mr. Drysdale in the Central Provinces, and Mr. Driberg in Assam. The local authorities will, I trust, consent to their deputation for the period for which I have estimated above.

11. To summarise my proposals, the approval of Government is solicited to—

(*a*) a Conference early in December next at Allahabad or Agra;
(*b*) the discussion of the subjects mentioned in paragraph 4 above;
(*c*) the circulation, in anticipation of the Conference, of the statement of those subjects which accompanies this letter, and the invitation of the early attention of Local Governments to the subject of paragraph 7 above.

12. I would ask, in conclusion, whether Government in the Department of Finance will adopt, with reference to any expenses incurred in connection with the deputation of the officers in question, the same principle as in 1880-81, and debit the Census grant with just so much of those expenses as would not have been incurred had it not been for the Conference?

APPENDIX A.

Abstract of the Census Procedure of 1881, with remarks by the Census Commissioner.

Ajmir-Merwara.

The charge lists were based on pargana returns. The subdivision into circles and blocks was based on area, and Superintendents of Charges scrutinised the register of houses and families for each block. The Superintendents were mostly officials, but supervisors and enumerators were chiefly volunteers nominated by local authorities.

The supervision seems to have been close and effective. In istimrar estates only was any difficulty experienced during the preliminaries. The Superintendents checked one-third of the entries in their charge, whilst the supervisors checked each entry. The results are shown at the end of the report, and indicate the need of such minute scrutiny as was given.

The preliminary record was completed by the end of January, after the enumerators had been collected and instructed in the details of the schedule. It is not stated when the record was begun. The marriage season seems to have been inconveniently near the Census night, and special enumerators had to be deputed for the Census of travellers and visitors.

Except in the towns of Merwara, the average block was conveniently small. Private schedules were issued in considerable numbers, but the servants of Europeans and Eurasians were enumerated by the ordinary enumerator of the block.

The definition of a house was apparently carefully applied, but difficult cases were brought to notice and dealt with separately. Special arrangements were made through the police for the enumeration of "Sansis," who, however, seem to have amounted to only 85 persons.

Only one prosecution took place in connection with the Census, and that was under the Penal Code.

The abstract prepared by the enumerators was found very generally to be incorrect. The schedules that had been duly checked showed as a rule few mistakes, and those chiefly under Caste, Occupation and Education.

Abstraction was conducted at a central office, where the results were afterwards compiled.

Schedules were filled up in Hindi and Urdu, the former in the majority of cases. Some inconvenience was caused by the bad writing in Hindi in rural blocks.

Remarks by Census Commissioner.

1. The basis of distribution of blocks was the local survey. Is this considered adequate provision against omission of hamlets or detached homesteads?

2. At what period was the numbering undertaken, and when was it tested? Were any rough maps provided of rural circles, or block maps in towns?

3. It is presumed that the same course will be adopted on the next occasion. Was the alteration in the entries at the Census considerable; if so, what date would be advisable in order that strict scrutiny may be combined with a comparatively short interval between record and Census?

4. Was the railway Census undertaken by the railway staff, and, if so, what arrangements were made for counting passengers who alighted during the night of the Census?

5. The Census Superintendent thinks that on the whole this procedure was successful in getting correct returns.

6. The Census Superintendent seems to indicate that the enclosure was taken as the unit and would therefore prefer the "family." It will be discussed at the Census Conference how far both can be made of statistical use.

7. The complexity of this abstract will be discussed at the Conference.

8. It is not improbable that a good deal of the error mentioned can be cleared away by making the instructions simpler but more complete. On the other hand, in certain points the misunderstanding seems so general that a radical modification will be discussed.

9. In some Provinces the enumerators in rural tracts were required to fill up the preliminary record in a rough book from which it was afterwards copied into the block book. Is this course considered worth while in this Province?

Assam.

The village, as known in India, is not found in Assam, except in Cachar. In the lower parts of the Brahmaputra Valley the revenue survey has introduced the "mauzah," but for

Remarks by Census Commissioner.

1. The survey has presumably made considerable progress since 1880, so that the village areas can be more easily mapped out now than in that year. It is understood that the "village" tabulated in the Census returns is the aggregate of homesteads and hamlets included in a revenue mauzah.

2. Is this procedure to be followed on the next occasion?

3. Was the work of these classes found more satisfactory than special agents?

Mr. Driberg seems to have found a good deal of difficulty in having the enumerators got to comprehend the instructions. This can apparently be remedied by care in the selection and training of the supervisors.

4. It is presumed that, with the exception of a more accurate Census of the Naga tribes, the arrangements for the hills will be on the same lines as in 1881.

5. Will this procedure be necessary on this occasion?

6. The co-operation of the missionaries appears to have been the main desideratum, and it is presumed that it will again be offered.

7. Could not this period be shortened, unless it is known that there is little or no movement in the population beyond the Hill Tract itself?

8. Mr. Driberg mentions no administrative difficulties arising from this monopoly of officials, so it is presumed that arrangements will be made to secure it again in 1891.

9. Were these arrangements complete and efficient, or is any modification suggested?

10. Would it be advisable to treat these through-steamers as trains, and enumerate passengers as they land, on the ticket system, and the permanent crew and staff of officers as resident at the head-quarters of the company or wherever they ordinarily put up when not in transit?

11. Were the schedules for natives on the gardens properly filled up with regard to caste, birthplace and language?

12. Was there no check on the enumerators whilst the work was in progress to see that the definition of a house was applied properly and thus need of alterations in registers or of subordinate numbers avoided?

13. Is this system advisable on the next occasion, or can the block-books be made up from the circle lists at district head-quarters?

the most part the population of the Province is distributed in hamlets or detached homesteads (Report, page 137). For the purposes of the Census the area was subdivided under the guidance afforded by the survey maps, as far as they went.

In Sylhet, the police thana was made the *charge*, with a special assistant to the sub-inspector to do the clerical work. The 8,647 enumerators required were mostly unpaid. Six circles comprised hill tracts under special agency.

In Cachar the police thana was found unmanageably large, and only one was not split up. There were 476 enumerators, entirely non-officials, such as landholders, shopkeepers and schoolmasters.

In Goalpara the chaukidari panchayat was constituted enumerator jointly for its whole charge. In the rest of the valley the agency for supervision was official, and enumerators were found amongst mandals, gaonburas and other village-leaders. The Hill Districts were not brought under the general system of synchronous enumeration, except with regard to the towns and civil or military settlements. Disturbances in the Naga Hills prevented the Census operations from being extended beyond Kohima. In the Garo Hills the house-register kept for purposes of taxation was used as the foundation for an enumeration carried on in test villages, and the results applied as an average to the rest. The Khasia Hills were enumerated through the tribal *seims* or chiefs, but not by a night Census. In the Jaintia Hills the missionaries superintended operations carried out by *dolloiship* as the block. In the North Cachar Hills, the Census was begun by the Tehsildar in October and finished in February.

The total number of blocks was 14,640, with 1,169 circles and 135 charges. Schools were closed and all forest, police and other officials were entrusted with supervision.

Special arrangements had to be made in some detail for the enumeration of the large population afloat on the rivers, and the officials engaged in them had to continue counting for several days after the Census. The through-steamers from Bengal seem to have been enumerated in Bengal and the schedules for Assam distributed by districts afterwards. The tea-gardens were enumerated by the officer in charge with the help of his clerks.

As soon as the districts had been divided into blocks and enumerators and supervisors found, the latter were summoned to the district head-quarters for a course of instruction in filling the schedule. The enumerators then went to number the houses, and the supervisors followed to test their work. The preliminaries above mentioned seem to have lasted into December. The schedules were obtained in five languages, and bound into books of fixed size containing forms for 100 people. Some of the schedules were not issued till after the 23rd January.

The preliminary record was ordered to begin on the 2nd and to end about the 25th January in the plains, but owing to the want of forms this operation was in some tracts delayed so as to be over only just before the 17th February.

A rough abstract of the population counted was provided for and filled in by the enumerator and compiled by the Subdivisional Officers or the Deputy Commissioners. The entries were cursorily checked by the supervisors in sending them to the head-quarters of the district. The abstraction for the whole Province was conducted at Shillong, and was completed by the middle of August; compilation lasted till May 1882. The agency employed was official from the Valley, and specially engaged men for Sylhet and Cachar.

Beyond the difficulty of obtaining schedules in time, Mr. Driberg does not mention any special hitch in the arrangements. It appears, however, that the translation of the schedule and the detailed instructions to enumerators and supervisors are matters which require very careful scrutiny. The Chief Commissioner notes (Report, page 21) that little or no house-to-house testing was carried on by District Officers either before or after the Census. He also suggests that more use should be made of the optional issue of private schedules.

In the Manipur State operations were extended over six weeks counting from the receipt of the schedules. The abstraction and compilation was performed by a special staff of Manipuris sent to work at Shillong, under the Provincial Superintendent. The schedule was practically that of British India, but information as to birthplace was omitted.

Remarks by Census Commissioner.

14. Mr. Driberg comments on the delay in procuring the required supply of schedules. On the next occasion, by sending the translations early enough, the printing might be got over by September or October, with efficient arrangements for preventing damage from damp before issue.

15. It does not appear that the supervisors exercised any check on the night of the actual Census but corrected very apparent errors afterwards. It is presumed that in the rural parts of Assam the main scrutiny must necessarily take place during and after the preliminary record and before the Census, and that some consideration is required in fixing the date for the commencement of the former operation.

16. It is presumed that the plan of a Central abstracting establishment will be again resorted to.

17. This is especially noteworthy in regard to the religion column (Hindus as distinguished from the more undeveloped religions of hill tribes) and from Jains. The question of race, which is very prominent in the Assam statistics, will be discussed at the Census Conference. The defects in the returns for education and occupation appear remediable by clear instructions on the points left doubtful in the enumerators' code of 1881. The district reports show how difficult, if not impracticable, it is to secure a high degree of uniformity in the entries of caste and religion.

18. Is it advisable to modify this arrangement in 1890-91?

19. It appears that the instructions about the entry of caste were disregarded to some extent.

Bengal.

The unit of subdivision was the thana, and it was mapped out according to the Bombay Commissioners' maps and the register of survey villages. In the course of examining the village areas and boundaries, however, it was found that defects and errors existed in both maps and record, so for the purposes of the Census a special register was prepared, showing for each *survey* village the number of actual village-sites, hamlets or smaller collections of houses founded in existence at the time of inspection. (See Report, Vol. I, paragraph 9, page 5.) A map of each thana, showing the position of each of these settlements, was then taken from the district map to form a guide to the Superintendent, who had to test it by house-to-house visitation. He then numbered separately each collection of buildings, and sent the list to the District Officer, who apportioned the area into blocks and circles of supervision. Most of the

1. Probably these maps and village-registers have by now been brought up to date. Mr. Bourdillon's Registers A and B are also available for comparison.

2. How is the village unit fixed in cases where the survey mauzah differs widely from the actual distribution of the population? How are hamlets disposed of when the village is much scattered?

3. It is presumed that this will be the procedure in 1890, and that each man responsible for the preparation of a house-register for circle or block will be furnished with a map corrected up to date.

Remarks by Census Commissioner.

4. Was the date of commencement of this work of distribution of area early enough in 1880, or not?

4. The definition of a house will be discussed at the Census Conference.

5. Were these found efficient, or is any change desirable?

6. Is this plan considered preferable to that followed in some Provinces where the block-book is prepared in the Charge Superintendent's office according to the circle registers, varying in size for each block?

7. Was this date considered suitable, and was much alteration made in the books at the Census?

8. Will the Hill Tracts and Tributary States come under the same rule of procedure in 1891?

9. Will the Tipperah Chief be likely to adopt on this occasion the British Indian schedule?

10. It is presumed that on the next occasion such misapprehension will be avoided if proclamations are issued and explanations given in due time beforehand. Mr. Bourdillon considers that the ignorant fears of the Sonthals were made use of by agitators who had a special purpose of their own to serve.

11. The French authorities will presumably extend their courtesy to the next occasion.

12. Is it considered advisable to entrust the enumerators with any more detailed abstraction than that mentioned, under the supervision of either the circle-supervisor or his superior officer?

enumerators were unpaid, and largely consisted of village-officials or leading inhabitants. The supervisors were generally officials. Paid agency was chiefly required for cities and for backward tracts like Chota Nagpur. The whole Province was divided into 14,015 circles and 192,582 blocks. The preparation of house-lists and the numbering of houses began concurrently with the nomination of the supervisors and enumerators. It seems that the definition of a house adopted was more or less that of an "enclosure"—the building or buildings, room or rooms, which go to make up the homestead, whether inhabited by one or more families. In Calcutta, on the other hand, the numbering was by tenements. Special arrangements were made for enumerating the large boat population on the main rivers of the Province, the enumeration being continued for some days after the Census by means of patrol boats and special ghat officers.

The schedule books were made up at the central office on a fixed standard, and as they were distributed the District Officers called up the supervisors, instructed them in the details of the information to be collected and the mode of entry, test, and supervision. The supervisor took the books required for his circle, and going over the latter instructed in turn the enumerators.

The preliminary record began in the rural districts on or about the 5th January and was ended by the beginning of February. Special areas were treated on a different system, and the boat population was not of course included in this record, nor were the temporary inmates of jails, hospitals or asylums. The record was tested and checked between the 1st and the 17th February, in more or less detail. The Census was taken on the night of the 17th throughout the plains, and in the course of the 18th in the hilly districts of British territory. In the Tributary States of Orissa and Chota Nagpur and in Tipperah the co-operation of the Chiefs was enlisted, and except in Tipperah the arrangements coincided with those in British villages.

In Tipperah the Chief appears to have adopted a schedule of his own. In the Sonthal Parganas alone was any difficulty experienced owing to the hostile attitude of the people. In parts of Pooree, where there was at first some disquietude, the District Officers managed to allay the fears of the wild tribes, but the Sonthals gave considerable trouble, and troops were marched through their territory. Nevertheless, a daylight enumeration was effected without serious opposition. The French authorities in Chandernagore cordially arranged to obtain a record of British subjects residing within French territory at the time of the Census.

The Census over, each enumerator brought his block-book and any loose or special schedules he had collected to the circle head-quarters, and had them scrutinised closely by the supervisor. He then totalled up the population entered, by sexes, and left the record to be sent by the supervisor to the District Officer. The latter having had all the books duly scrutinised, compared, labelled and indexed, forwarded them with the rough total of population for

the district to one of the three divisional compiling offices. The accuracy of the rough total varied considerably, as some of the enumerators totalled after the preliminary and not the final record. A fourth divisional office was subsequently established at Ranchi for the abstraction of the Chota Nagpur schedules. In Calcutta there was some difficulty in getting efficient hands, whilst in Dinapur and Cuttack the quality was better. In all there was found the necessity for strict check and occasional re-abstraction. In Cuttack the office was set on fire, the offender being suspected to have been one of the employés, and great precautions were exercised in the other offices. The number of men employed was very large, rising to 4,462 in July 1881, and not falling below 1,000 till January 1882. After that the establishment was kept for compiling only.

The results were tabulated into village and thana abstracts before passing into the final tables for the Province.

The schedules were printed in seven separate languages or dialects, and a number of special schedules had to be provided for boats, travellers and European residents.

The City of Calcutta was placed under special supervision. The subdivision was by wards, and special maps were prepared or the existing ones brought up to date. Each ward was constituted a circle. A preliminary enumeration was taken at a date which closely approached that of the census.

Mr. Beverley's Census Report shows that some difficulty was found in obtaining the co-operation of the Suburban Municipality, owing to the absence of provision in the Municipal Act for the taking of a Census.

The numbering of huts was the first step undertaken, and entailed a rough survey of the town, as the maps of 1850 had been corrected only with reference to substantially built houses. From these maps the blocks were demarcated and a rough plan made out for each. Every hut had to be identified with the number it bore in the municipal assessment register, and this took some time and trouble, as the numbers had never been affixed to the buildings.

The registration was conducted by families, as well as by buildings. These preliminaries were started at the end of August. In the beginning of December the maps only had been prepared. There was some difficulty both in affixing the numbers to the houses and in getting the houses identified; and Mr. Beverley attributes this to the fact of his staff being new men and not regular municipal servants. The numbers had to be then revised, so as to run in the consecutive order most convenient for enumeration. The enumerators were then appointed to prepare the house, or rather family, register, according to which the schedules were to be distributed. The preparation and testing of these registers was protracted till the end of January.

The schedules were made up into books and distributed to the enumerators, who went round and made the preliminary record, under supervision of the ward officer and an inspector

13. What is considered to be the best arrangement for abstraction and tabulation on the next occasion? The question is one which will be discussed for each Province at the Census Conference. Mr. Bourdillon's experience agrees with that of several other Superintendents.

14. The details will be left for discussion at the Conference.

15. Is it advisable to draft a special form in which village statistics considered necessary for local administrative purposes, &c., should be tabulated for each thana?

16. It is considered advisable to make use of diglott schedule headings where the two languages correspond in the direction in which they are written?

CALCUTTA CITY AND SUBURBS.

Was the last schedule considered satisfactory in size, shape and material? The contents and arrangement of the schedule and the instructions for filling it up will be discussed at the Conference.

17. Has any modification in the Municipal Act been effected since last Census whereby the corporation can defray the expenses of that operation?

18. Is there now a current municipal survey plan whereon the changes in "bastis" are duly noted periodically?

19. At what date should this work be begun in future?

20. Does the Local Government consider it advisable to adopt the same system of registration (by families) in 1890?

21. There appears to have been some want of co-operation between the assessment department of the municipality and the Census officers, which might be easily avoided on the next occasion. Mr. Beverley, too, notes the convenience of having the whole scope and procedure of the Census published well beforehand.

Remarks by Census Commissioner.

22. Is a preliminary record to be taken on the next occasion, and if so, how many days before the census is it safe to have it begun?

23. Was this assessment register considered trustworthy enough, or will it be advisable on the next occasion to follow Mr. Beverley's city plan, and collate the register with a fresh record made on the spot, with a fresh map or plan of each ward or circle?

24. Is any change proposed in the system of providing enumerators?

of police. The census of Fort Willlam was taken by the military, schedules being distributed, filled in and then collected by a European sergeant.

The census was taken on the night of the 17th February in the same way as in the rural tracts.

In the Suburban Municipality no special survey was made or maps prepared. The whole distribution of blocks was based on the municipal assessment register. Honorary supervisors were appointed, and each nominated his enumerators, who were then certified in their appointment by the Census Superintendent. The want of early proclamation about the census is remarked by Mr. Beverley as having increased both the friction and the actual work of enumeration. The entire cost was defrayed by Government, whilst in the city, half was paid by the Municipality.

Berar.

1. Is any modification of this system of subdivision thought advisable?

2. Did the form of map and register suffice for the purpose of guiding the Superintendents round their charge? Have maps been prepared since the last census for Melghât and Wun?

3. Was the adoption of the police area as a unit and the institution of Superintendents found to relieve practically the tehsildar of any detailed responsibility, and did it in any way clash with the tehsildar's general administrative authority in the matter of the census?

4. It is presumed that the books for each village were distinct.

5. Is any modification suggested in the system of numbering on the form of block or circle register?

6. What dates were or should be fixed for (*a*) the preparation of the circle lists, and (*b*) for the numbering and registration of the houses?

The tehsil was subdivded into *circles*, maintaining, as far as possible, the boundaries of police outpost ranges or stations. A rough map was drawn showing by thick lines round the outside boundaries of the limiting villages, the area and situation of each circle. The division was thus one of area, but where the villages were compact or close together, or where the supervisor nominated was a man of local knowledge, like a Patwâri, the size was increased.

In the Wun and Melghât tracts survey maps were not available, but the names and relative positions of each village were known, and supervisors were appointed accordingly. In all other parts of the Province there was a Charge-Superintendent between the tehsildar and the supervisor, his charge generally corresponding with the police subdivision. In the Melghât the supervisors alone were appointed. The office of the Charge-Superintendent seems to have been to check the preliminary record in the schedules. The circles were then divided into *blocks*, apparently varying in size with the villages contained in them, two villages, in thickly peopled tracts, being combined into one block. The average was 45 houses, and 257 persons per block, and in 767 cases the enumerator took two villages. The duty of testing the list of villages and hamlets was thrown upon the Charge-Superintendents, who were provided with a map of their charge. The houses were numbered after the blocks had been defined; the supervisors being the agency employed. The serial number ran for the village, and the serial letter of the blocks for the circle. A block list and circle abstract was then prepared, and the houses numbered with paint, boards or tickets affixed to the house timber, as the case might be, and checked by the Superintendents, tehsildars and their superior officers.

The enumerators were selected locally, the number appointed being 9,628 for 10,395 blocks. Of these 3,896 were officials, mostly village officers, and the bulk of the rest comprised shopkeepers, village elders, candidates, schoolboys and private clerks. Enumerators were

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Remarks by Census Commissioner.

paid only in the Wun and Yeotmal taluks and the Melghât tract; the number of stipendiaries was 212.

The schedule books were in the hands of the supervisors by the middle of December, and the latter were called to centres, where they received instructions and explanations as to the entries required for the schedule. Any casual attendant at the Cacheri was called up, and one of the supervisors made to enumerate him in full detail, mistakes being corrected on the spot.

The 10th January was fixed for the beginning of the preliminary record, and the supervisors who undertook this work were closely watched and instructed by Charge-Superintendents.

The final enumeration was conducted synchronously throughout the district, except in Melghât, Wun, Kelapur, and part of the Yeotmal taluks, where the census was taken on the morning following the night fixed for the census in the rest of the Province. Halting-places were enumerated after the houses in the block, except in one or two cases in which the number of visitors entailed the appointment of a special enumerator. On high roads patrolling enumerators were stationed, one of whom booked the up, the other the down goers.

The Railway census was conducted by the Company's servants and presented no difficulty, as the trains arrived at convenient times, and all residents were entered in the books beforehand.

After the census the supervisors tested the work in their circles, then collecting the enumerators' books, they sent them to the Charge-Superintendent who tested 10 per cent. of them. The tehsildar tested another 5 per cent. An abstract for each book was made up showing details of houses, permanent residents and visitors, and other information extracted from the schedules. The supervisors prepared these abstracts, and the enumerators aided them but rarely. As soon as the schedule-books had been checked and sent to the tehsil, and the extra schedules received for special areas, such as jails and camps, &c., the tehsildar packed them all in order, and sent them with the index to the Central Census Office in Akola. Except the few English schedules all were in Marathi, as those issued for Wun in Telegu were translated by the supervisors before the latter forwarded them to head-quarters.

The method of abstraction followed was that prescribed by the Census Commissioners, and the agency employed was chiefly that of Government servants lent from their own departments. Payment by results was tried and found to stimulate falsification of entries. On the whole, Munserims and Patwáris seem to have been the most efficient agency available.

The cost, as returned to the Census Commissioner, was Rs. 31,997, or about Rs. 12 per 1,000 persons enumerated.

Amongst the suggestions placed on record by Mr. Kitts, Provincial Superintendent of the Census of 1881, is one for the classification of houses, and the inclusion in the circle-register of houses in course of construction. He found

7. Was this date found early enough? Was there any difficulty in (*a*) estimating the supply of form required, (*b*) in supplying any deficiency up to date of census?

8. Is this system recommended for next census?

9. Was this date found convenient for supervision and check, and was there noted any large alteration at the census, owing to length of interval between it and the preliminary record?

10. Is it proposed to adopt the same procedure with regard to these areas on the next occasion?

11. It is presumed that these enumerators returned their schedule-books to the supervisor of the village within whose limits they patrolled.

12. Were the schedules and schedule-books made over at once by the Railway supervisors to the Revenue authorities of the district in which the circle was situated? Was the distribution of the enumeration local or by departments, and were the houses occupied by railway employés outside station limits (whether they belonged to the Company or not), enumerated by them or by the district agency?

13. Was this abstract tested; and, if so, how? Was any record kept of the difference between the rough totals and the figures afterwards recorded in the census tables?

14. Was this agency found enough to complete the abstract speedily and efficiently? Did the supervisor work alone or with a second man to help?

15. Was the system of centralized abstraction found satisfactory, or are any modifications suggested? Assuming the information requiring tabulation to be the same as in 1881, are any changes in the working-streets or tabulation-registers suggested?

16. What supervision was there between the Provincial Superintendent and the actual abstracting agency?

17. For 1891 this sum seems likely to be raised to about Rs. 36,000.

18. This question will be discussed at the Census Conference. Meanwhile, is the opinion of the local administration in favour of it?

19. As above.

Remarks by Census Commissioner.

20. This is one of the first questions to be laid before the Conference. Does the local administration propose any assistance to supervisors in applying the definition, by way, for instance, of plans of peculiar structures, numbered in accordance with that definition? Are peculiar cases, such as the galleried upper-story described by Mr. Kitts numerous?

21. Is the local administration in favour of enumerating families, and if so, will the separate "chulha" be a sufficient distinction?

22. Can the agency be induced to serve for a longer period? Assuming the preliminary record to have been thoroughly revised by supervisors, would it be advisable to retain the voluntary enumerators some days before for instruction, and some days after for test and explanation?

23. This is a question which will be laid before the Conference. In the meanwhile, is the local administration of opinion that the cost will be considerable, or that cheap forms can be procured locally?

24. The size, contents and arrangement of the schedule will be considered by the Conference.

25. This, too, is an administrative detail which will be discussed. The local administration will possibly have noted that in some of the instructions issued later in 1880 than those for Berar provide against the inconvenience Mr. Kitts mentions.

the same difficulty that other Provincial census officers have recorded in ensuring uniformity of application of the definition of a house, and could prefer to adjudicate on special cases to trying to frame a definition which might include them all. He would vary the size of the circle considerably from the normal, according to local features of building and population. He found a difficulty in getting trained enumerators for the wilder tracts, and seems to imply that the services of the voluntary agency were rendered for too short a period.

The size of the schedule (12″ × 5″) was found inconveniently small; and he recommends spare forms for draft entries on the occasion of the preliminary record being made, which, when corrected by the superintendent, can be copied fair into the block-books. The addition of a column, too, for sect, as separate from religion, is advocated, as tending to facilitate abstraction and probably towards getting more information at the original entry.

The preliminary record, finally, should not, in Mr. Kitts' opinion, include any persons in the house at the time who are not intending or likely to be there on the night of census, as cancellation of such entries was found to breed confusion between the obliteration of a name and the demarcation of separate families.

Bombay.

[*Having superintended the Census of this Province in 1881, I offer my remarks in the form of criticism on my own procedure, and suggestions for the consideration of the Local Government.*]

1. The inclusion of hamlets and detached homesteads, especially in wild tracts, was not sufficiently provided for in the instructions of 1880. Topographical sheets show the former and often the latter, and the Circle Register requires revision. Its detailed form will be discussed at the Census Conference, and proposals made about it to the Local Government.

2. A rough block-map of the circle in large towns seems advisable. Where the city survey has been completed this can be easily furnished. The question of how far suburbs, outside municipal limits, are to be included requires more consideration than it received in 1880. The criterion should be the general character of the occupations of the inhabitants; urban rather than agricultural.

3. The demarcation should be begun in June, if possible, lest there should be any delay or difficulty in obtaining sufficient agency of the best class.

4. The definition of a house will be discussed at the Census Conference.

5. Provided that the Accountant has his application of the definition well supervised, he is the most efficient agent for this duty,

The distribution of area into circles and blocks was effected almost entirely by the Collectors, and in municipalities by the Presidents and Executive officers. The basis in rural tracts was the Revenue Survey map for circles, and for blocks the annual village census return. In towns the City survey sheets and the municipal records were used. The preliminary scheme of demarcation was drawn up by the mamlatdars and mahalkaries, who were appointed Charge-Superintendents, but in towns, the municipality distributed this work, according to local circumstances, between the members of the corporation and the resident Government officials who were lent for the occasion. After revision by the district officer, the whole scheme was tabulated and sent to the Provincial Superintendent, who discussed it on tour with the Collector and his assistants.

The numbering of houses and their registration in a circle-return of which an extract in detail was furnished with each block-book, was then set in hand. As a rule, the village accountants performed this task, subject to the revision of the mamlatdar and his "General duty Karkuns." In towns, the municipal assessment registers gave the main information required, modified to suit the definition of a house adopted for the special purposes of the census. This definition was found difficult of application in some of the towns of the province, and considerable revision had to be undertaken

(Report, Vol. I, page 10). The results were apparently fairly uniform. The distribution of enumerators coincided, on the whole, with the standard established beforehand, the variation being almost in every case in excess, rather than below that average. In Sind the paucity of proper agency and the scattered character of the homesteads rendered it necessary to enlarge the blocks considerably, and to allow a latitude in time of census which was not found necessary in the rest of the Province. In towns, the density of population allowed of a larger number of entries to each enumerator.

The numbering of houses and the distribution of schedule books were somewhat later than was anticipated in the instructions, especially in towns. Meanwhile, the enumerators had been nominated and instructed, except in the cases where outsiders had to be drafted from distant establishments. In some districts a considerable number of stipendiary non-officials had tobe engaged, as there was a want of village agency, especially in the Konkan and Sind. No date was fixed for the preliminary record by the census authorities, but in most rural tracts this task began early in January, and was completed within the month. In some talukas, however, and in most towns, it was postponed till February. The staff of enumerators and of supervisors was increased materially for the census, new men being posted to their blocks and circles respectively, about two days before that date.

The areas specially treated were the western and some of the northern talukas of Khandesh, part of the Ghâts in Nasik, one taluka in Surat and Ahmedabad respectively, a few tracts in the Panch Mahals, and forest tracts in Kanara and Thána. In Sind, too, a good part of the country was enumerated in the day time of the 17th and 18th February.

In Khâirpur the Dângs, Mahi Kánta, Jowhár and Rewa Kánta the census was not in all villages taken synchronously, but in other respects the provincial system was followed.

A rough abstract of the contents of the schedules was made by each enumerator and delivered with his block-book and house-register to the supervisor of his circle. The circle books were indexed and sent to the mamlatdar who despatched them direct with a list and the completed abstracts to the divisional centre. These offices were placed under Deputy Collectors, and manned by a Kárkun deputed from each taluka

Remarks by Census Commissioner.

and can undertake a far greater number of houses than any other official.

6. In towns there was more difficulty in applying the definition in 1880, as the municipality has usually a register of its own, based on some different system.

7. The registration and numbering of houses in towns was postponed far too long in 1880, and seemed much hurried at the end of the year.

8. Experience in abstraction has proved that some consideration must be given in demarcating blocks to the facilities of checking the results as abstracted. When a block much exceeds 300 persons, it is advisable to split it into two books, even when the enumerator is one and the same for both, as was almost invariably the case in compact villages without outlying hamlets in 1880-81.

9. It is probable that in Sind the village agency available will be far more efficient than in 1881, but the census may still have to be taken on the morning of the 17th and 18th in parts of that Province, such as Kohistan and Thar.

10. The remarks numbered 8, above, apply with still greater force to towns, where the entries being more varied, abstraction is far more complicated than in villages.

11. It is probable that district officers may be able on the next occasion to make much greater use of the families of watandar accountants and of educated patels than in 1881. In other Provinces this class was called on to work as enumerators or supervisors, and did so without remuneration. Under proper supervision, they are very efficient.

12. In Ratnagiri great difficulty was experienced in getting efficient men, and voluntary aid was very reluctantly given.

13. It seems advisable for Government to fix a date for the beginning of the preliminary record in each district, making allowance for special circumstances. In towns the minimum interval compatible with proper scrutiny will be found convenient.

14. In deputing officials of other departments to census duties, it is advisable for Government to specify more distinctly than in 1881, that whilst engaged on such duties the officials in question must consider themselves wholly subordinate to the Superintendent of the charge, or the supervisor of the circle, as the case may be, to which they are posted. Difficulties arising from departmental jealousies were few, but they did occur.

15. It seems advisable to arrange that in none of these tracts should the census be spread over more than the day preceding and the morning succeeding the night fixed for the synchronous enumeration elsewhere, and that in all cases the preliminary record should be prepared and scrutinised not long before that date.

16. Possibly in Khâirpur the whole British procedure will now be accepted.

17. This summary was intended to form a basis for abstraction, but in most cases of

Remarks by Census Commissioner.

outlying districts the blank form was not received in time. Perhaps a total by sexes is all that need be demanded of the enumerators, provided it be checked and proved accurate by the supervisors, but this point will be brought before the Census Conference. In the case of this Province, the abstract proved worthless except so far as houses and the gross numbers of people included are concerned.

18. Experience indicates that this divisional system of abstraction is anything but satisfactory. In spite of the excellent superintendence allowed by Government in 1881, the Branch officers were unable to check fudging by the older hands and at the same time to get the work done quickly. The number of men employed is beyond efficient control when working against time and with irresponsible abstractors. After obtaining the opinions of the late Provincial Superintendents at the Conference, it will be advisable to offer suggestions for greater decentralization of the work.

19. Whatever the system of abstraction and tabulation adopted, it will be undoubtedly necessary to postpone all classification till the returns come to the central office for compilation.

20. Both in British territory and Feudatory States a good deal of the delay was due to want of promptitude in arranging the forms for abstraction, and the consequent delay in getting them printed in sufficient quantities.

21. The form of schedule book was, on the whole, convenient and economical, but possibly the "outer sheets" might more conveniently be printed in triglott, Gujarati, Marathi and Kanarese, so that a stock for emergent indents may be in hand at the Central Press. As this can only be done if all explanations of the headings be relegated to the separate instructions to accompany each book, it will form a subject for discussion at the Conference. The Local Government might, however, consider whether it would not be preferable to issue the sheets and covers separately, and let Charge-Superintendents (mamlatdars and municipal officials) have the books made up locally, according to the requirements of each block.

22. The late issue of instructions, or modifications of previous orders, of the forms of working-sheets and of schemes of classification of castes and occupations were complained of as obstacles in the way of efficient and speedy work by all Provincial Superintendents on the last occasion. As far as possible means will be devised at the Conference to prevent this in future.

23. Most of the errors here mentioned are found in almost every Province, and can in great measure be dealt with in the instructions issued to supervisors rather than to enumerators. These will be discussed at the Conference.

24. The division of the census of Railway limits by departments instead of by area is much to be deprecated, and led to difficulty and each municipality of above a certain population, together with a number of specially engaged hands. The Gujarati work was done at Surat, the Deccan and Konkan at Poona, and the Kanarese at Belgaum. The Sind office was entirely distinct, under a separate Superintendent.

The abstraction was completed in September, by which time a good deal of tabulation had been done, and the Branch offices closed soon after. Compilation and classification were conducted at the central office in Poona, and were somewhat delayed by the want of accurate and complete tables from some of the Feudatory States.

The schedules were printed in the vernacular for each division, with a proportion of English copies. Triglott were used in Bombay city only. The form adopted was that of an outer sheet with instructions, and the rest ruled sheets only, corresponding to the column headings. The indents from the districts were in several cases incorrect, and printing had, accordingly, to be continued till within a month of the Census. The Sindhi forms were provided locally. The main difficulty in this Province, as in others, arose from the change in instructions and definitions at a late date in the proceedings.

Abstraction sheets had also to be printed in rather a hurry and on inaccurate indents, and the transport of the larger consignments to Belgaum, which at that time was unconnected with Bombay by rail, caused much delay. Except in the Kanara district and in a few schedules from the wilder parts of Khandesh little difficulty was found in deciphering the entries made by the enumerators. There were serious defects in the entries of caste, birthplace and occupation in some cases, and the instructions regarding education were not always properly followed. In other respects the supervision of the preliminary record was fair.

The Railway Companies managed their own preliminaries. On the Great Indian Peninsula the arrangements were by *departments*, a

procedure to be deprecated in future, as it precluded due co-operation with the district officers along the line, and delayed receipt of the block-books. The enumeration at the special halt to be made at Bhusáwal was also set on one side. The Port arrangements in Bombay were carried out through the Marine, Port Trust and Harbour authorities, in co-operation with the police, and were efficient and simple. Along the coast special arrangements were made with the Customs authorities by the district officers. Cantonments were treated in accordance with the general instructions of the Government of India, and except in connection with one or two points in the schedule, such as birthplace, sect, and the castes of native residents and servants, presented no difficulties.

Remarks by Census Commissioner.

and inaccuracy in 1881. The instructions issued by Government should be accepted by the Agents of the Railway Companies, or operations will be untrustworthy. The complaint on the score of independent and often inconsistent action by the Companies seems to have been not infrequent in 1881, and it is more probable that efficient arrangements can be devised by co-operation with experts than by the Company acting on its own notions of departmental responsibility.

25. The arrangements for the enumeration of ships and boats seemed to be efficient, and the detailed rules will be discussed at the Conference, along with those for Cantonments, public institutions and the travelling and houseless population.

26. The opinion of the Local Government as to the extent to which private schedules should be issued outside Bombay Island will be acceptable, as Census officers generally appear to deprecate the concession, except in the case of Europeans and Eurasians.

Bombay City.

The management of the City Census was undertaken by the Municipal Health Officer, the detailed arrangements being made by Police Superintendent Mills (now retired) who had performed the same office in 1872.

The demarcation of the island was a task of some difficulty, as the area under buildings had much increased since 1872. The task was begun in September 1880, on the lines of the previous demarcation. The island including the harbour was divided into 30 "sections," corresponding to the charge in rural tracts, and subdivided into blocks. A Descriptive Register was prepared showing in detail each building in the block and section respectively, with the names of heads of families in occupancy of each tenement. This was prepared with much care, as from it the record of families was compiled, and it was also the main check on the preliminary operations.

The definition of a house for the purposes of the Census occasioned considerable difficulties, as it did not correspond with the building recorded as a house in the Assessment Registers. The criterion was the separate entrance from the public street, or lane, or the space used in common by the occupants of a collection of tenements. The numbering was not completed until December, when the enumerators were selected and instructed in the detail of their work. The police officers deputed to each section were responsible for showing the enumerator every single house in the block which was entered in the register, and the enumerators began work on the 1st February. They filled in the details of families, &c., in their Register and distributed the schedules in serial order, the whole being done under the daily scrutiny of the Section Superintendent and the municipal officials appointed to assist him. The enumerators thus engaged were all stipendiaries, the employés from Government offices and the municipal executive staff not being deputed

27. In the preliminaries, the definition of the boundaries of each section and the provisions of a block-map seem to be the most important items, as the City has largely changed its aspect during the last ten years, and the number and locality of the poorer class of dwellings has to be accurately ascertained. It seems advisable to begin this demarcation in July, and to finally number the houses in October or November.

28. The register is susceptible of improvement, as experience showed it was too elaborate for the class employed as enumerators. Possibly the Health Officer will find it convenient to make use of two registers, one for the statistics of houses, such as the nature of material, roof, uses, the number of floors, and so on; the other a purely administrative register to be used as a check on and guide to the enumerator, working, necessarily, into the former register, but showing the details of families and schedules issued.

29. The definition of a house will be settled by dicussion at the Conference. The most difficult case found in 1881 in Bombay was the "Chál," to some of which buildings the definition could not accurately be applied.

30. It seemed advisable, at the time, to have registers ready for the enumerators by December, with a list of the houses and tenements in each block.

31. It is believed that this plan worked well, though it does not appear to have been adopted in Calcutta or Madras, where the block-book system was carried out, and the enumerator filled in the preliminary record. In Bombay the objection was the diversity of language found in each block.*

* On the present occasion the enumeration will probably be in English, books being used, except in the few cases where Household-schedules are distributed.

Remarks by Census Commissioner.

32. The test thus made was not efficient except under the close and intelligent supervision of the officers of the police or the municipality.

33. The remark made above, about the need of strictly subordinating the officials to the Census officers, applies with great force to Bombay, where so many departments of Government supply officials who have to be supervised and controlled by the municipality and police.

34. There was a good deal of trouble in dealing with the houseless, who are very numerous in Bombay, in the month of February. At the present time the number has still further increased, and more careful organisation will be required.

35. The aid given by these Committees was most intelligent and valuable, and amongst the lower classes of Hindus it would have been very difficult to get accurate returns without it.

36. The arrangements for the collection and record of schedules were most complete. The only point on which there was any doubt was as to omission of travellers who returned late at night, or who had entered a house after the enumerator had finally visited it to see if any more schedules were required. The Health Officer agreed with the Provincial Superintendent that those questions were the main difficulties left unprevented.

37. For the purpose of comparison with the former returns and with the vital statistics as periodically compiled, this classification will probably have to stand. In other respects it is useless. Special forms have to be provided for the Imperial Returns with which these local divisions do not in all points coincide.

38. It is probable that some modification of this system will be proposed for the next occasion, and fixed headings abandoned. Dictation will then be found advisable for a portion only of the work, which will be accomplished more speedily and with greater detail.

The Census itself passed off quietly, partly owing to the help given by the leaders of the different communities, who formed committees beforehand to explain the operations and to help the less educated to fill in their schedules in accordance with the instructions issued with them.

The schedules were collected on the 18th from such as had not been visited during the night of the 17th, and when all had been received from dwellings, temples, mosques, rest-houses, public buildings, railway premises and the centres of the Census of the houseless, they were all indexed and registered for abstraction at the central office. A rough total was compiled as each section-return was received.

Abstraction was carried on under the superintendence of Mr. Mills of the police, on the system of 1872. The schedules were sorted in anticipation of this process and arranged in 14 classes, corresponding with rough divisions of the population by race and caste. This arrangement was intended to afford means of comparison with the returns of the preceding Census, and to furnish information to be used in connection with the vital statistics of the city. The work was done entirely by dictation —fixed headings having been adopted. The total number of blocks was 760, and the enumerators comprised 851 stipendiaries, specially engaged for twelve days, and 1,074 officials, employed for three days. The average block contained 39 houses and 985 persons, included in 193 families. For the actual Census, the beat of each enumerator amounted to 15½ houses, 76 families and 389 persons. Abstraction was conducted by bundles of 100 schedules of each of the 14 classes above mentioned, and one of mixed castes, each section or charge being taken up separately.

SIND.

39. The appointment of an independent Superintendent for Sind did not work well except for the preliminary arrangements. The age results were tabulated in a form different from that adopted in the rest of the presidency, and little information on castes, &c., was obtained, which could be made use of in the general returns. It is strongly advised,

A separate Superintendent who corresponded direct with the Census Commissioner appointed for Sind, who managed the preliminaries, supervised the Census and the abstraction, and sent in the returns to the Provincial Superintendent when completed. The latter officer visited Karachi to confer with the local authorities, but had no connection with the detailed

arrangements. No separate report for Sind was prepared for incorporation with the general review of the Census results.

Remarks by Census Commissioner.

that whilst a local Superintendent should be appointed for Sind, he should be entirely subordinate, as regards statistical work, which includes definitions, instructions and final tabulation, to the Provincial Superintendent for Bombay.

ADEN.

The Census of this Settlement was carried out in close conformity with the procedure adopted in the province, and in correspondence with the Census Superintendent for Bombay, who supplied the schedules and instructions. The returns were not included with those for the province, but shown separately at the foot of each table. The area being compact no difficulty save that of getting efficient enumerators was experienced, and the results were reported on by the local Census officer when sending in his returns.

40. The question of how far the Census of the outlying portions of the Aden settlement should be conducted has been submitted to the Government of India. In other respects, the enumeration presents no difficulties requiring special comment or suggestion.

FEUDATORY STATES.

With the exception of Khairpur the British Indian schedule was adopted and the Census managed entirely in accordance with that of the rest of the province. The Provincial Superintendent was consulted on all points and arranged for the printing of schedules, registers and other forms required. He inspected personally the arrangements made in a few of the States, and in some of the smaller ones had the results abstracted in the Government offices.

41. It is probable that the same procedure as in 1880-81 will be adopted. The only difficulty arose in the Bhil tracts of the Mahi Kánta, and this is not likely to recur.

42. The question of a Census of British subjects in Portuguese territory will be doubtless dealt with by the Government of India in the Foreign Department.

Lower Burma.

The month of February is somewhat inconvenient for a Census of this Province, as the immigrant population attracted from Bengal and Upper Burma by the amount of field and other labour available, is then at its highest. The resident population is also much scattered away from the hamlets or other collections of houses which constitute the village there.

The revenue circle was taken as the working unit, the village does not seem to comprise any demarcated area, though it has its own name, and set of homesteads or hamlets. The block, therefore, was formed according to the collocation of such collections of dwellings, with rest-houses, landing-places and other temporarily occupied tenements. The circle population roll, kept by the Thugyi, was taken as the guide in this distribution. The work was undertaken in August and finished in September, under the superintendence of the Deputy Commissioners. The agency employed in the rural tracts consisted chiefly of Kyaydangyees, or village-headmen, as enumerators, and of Thugyis, superior officers of the regular and of the village-police (Yazawutgoungs) as supervisors. Other officials were fully employed in Rangoon and other towns. Paid agency was required for the tract along the Bengal frontier, where immigrants were numerous,

1. The arrangements made in 1881 appear to have efficiently provided for the enumeration of the boat population and immigrants, in spite of the number of people away from home. It is for the Local Administration to suggest if it be advisable to arrange for a separate tabulation of residents and temporary sojourners respectively in any particular tract.

2. Is the record of these circles likely to be more complete than in 1880-81? In any case Mr. Copleston has suggested that the Thugyis should number their list in the order most convenient for visiting each house consecutively.

3. Is this period considered the most suitable for the preparation of the circle register? When would the work ordinarily be tested by Deputy Commissioner and other district officers?

4. It is presumed that, as in 1881, for a few days immediately before and after the Census, the public offices would be closed, and the employés made available for the enumeration.

Remarks by Census Commissioner.

5. Is it considered advisable to extend this course to other districts?

6. When was the definition of a house published, and the results of the application thereof tested?

7. Was this date found late enough to prevent extensive alteration of the entries at the Census?

8. Was any difficulty found in ensuring uniformity of numbering, such as is found to arise from the occurrence of buildings of a special construction to which the definition does not completely apply?

9. It is presumed from Mr. Copleston's remarks that the system of private distribution will not be recommended except in the case of Europeans.

10. These arrangements were found, apparently, to work well.

11. It will, probably, be found practicable to adopt this course in 1891. Will the Railway extension have entailed the running of night trains?

12. The question of enumerating the population of Upper Burma has been separately submitted for the decisions of the Government of India. As regards the rest of the country, except in the Mergui Islands, the only difficulty specially mentioned is that of obtaining efficient enumerators and supervisors.

13. It is important to get the totals by sexes for each circle as quickly as possible into the central office, in order to furnish the Census Commissioner with the rough Provincial total. As Mr. Copleston was able to compile these totals from the block-books more correctly and speedily than if he had obtained them from the supervisors, it seems advisable to maintain his procedure.

and for some tracts in other districts. Of the total number of 16,974 only 980 were paid.

Maps were provided for supervisors in Toungoo rural tracts, and for enumerators in the towns of that district.

Instruction was carried on by European district officers as soon as the schedule-books arrived, which was in October, as a rule. The errors discovered in the preliminary record were fairly uniform throughout the Province. In all but the remoter districts, this record was made between October and December. It appears that this operation was preceded by the copying into the schedules from the House-registers, the number of the house and the name of the householder. From this record, the numbering of the houses themselves was made by either the supervisor or the enumerator himself. In towns and in Akyab and Prome districts the numbering preceded the distribution of the block-books. The preliminary record was prescribed for the month of January, but for the most part it began some time before then and was completed by the end of that month. In towns it was deferred till the beginning of February. Private schedules were restricted to persons of education and good position, but were not found to work well.

Special arrangements were made in detail for the enumeration of the boating population, both at regular mooring places and in ports. In some places patrols were necessary. The ticket system was adopted for both these classes and for travellers on land. There were also enumerators deputed for the forests where gangs were working either at cutch-boiling or under survey parties. The rice-mills stopped working for the most part, to allow the Census of their workmen to be taken.

The State Railway ran no night trains, and divided its area into blocks and circles. It presented no difficulties. Except in forest tracts the enumeration of the settled districts was carried out by night.

Special arrangements had to be made for the hill districts inhabited by wild tribes and Karens. In North Arakan the enumeration was spread over the months of January and February and was effected by European district officers. In Salwin it was similarly protracted, but after the Census day a second visit of revision was made. The same course was adopted for parts of Shwaygyin. In Toungoo hill tracts and in a circle of Amherst, two or three days were allowed. The Salones of the Mergui Archipelego were counted by an enumerator who visited each island in turn during January and February.

The final Census was attended by no disturbance, though precautions had to be taken in Akyab against a threatened resistance by the mill-hands.

The preparation of a block-abstract was not required, as many of the enumerators were found incompetent to undertake such a task. Abstraction as well as compilation was carried out accordingly at Rangoon. The district officers, however, furnished 95 of the abstracting agency required, the rest, about 50, being picked up in Rangoon itself. Abstraction

closed early in July, tabulation was completed by the middle of August, and compilation by November. The schedules were issued in Burmese and English only. They were printed at the Central Jail, where the Burmese type is said to have been inferior.

Remarks by Census Commissioner.

14. The results show that no change in system need be suggested; modification will probably be in detail alone.

15. Are the former arrangements susceptible of improvement, in addition to the earlier distribution of the schedules and instructions? Should the block-books be made up of a standard size, or should the local Superintendents of Charges see that they were made up to suit each block in the circle?

Central Provinces.

The details of the preliminary arrangements were left to tehsildars, under the supervision of district officers. In some districts an Assistant Commissioner was told off for the work of the whole area. Maps were made use of in ascertaining that no village, hamlet or forest mahal was omitted, and, as a rule, the Revenue Survey map was corrected up to date for this purpose. The *charge* was usually the tehsil, though, in some instances, the tehsildar was appointed to a smaller area, retaining, however, general superintendence over the whole. In Bilaspur Topographical Survey maps of tracts not under Revenue Survey were found incorrect, and much trouble was caused by the difficulty in comparing the map and the state of things in the jungle found on personal inspection. The supervisor to whom a map was given had to go over the whole of his circle and enter any omissions amongst villages, hamlets or habitable homesteads. The enumerators were nominated by the supervisors as soon as the blocks had been demarcated. Patwáris were, as elsewhere, selected when the block belonged to their village. The whole list was sent for revision to the district officer, who issued the final orders on both demarcation and appointments. The supervisor then showed the enumerator the boundaries and outlying buildings or hamlets of his block, and set the latter to work to number each house. Non-official enumerators were, except in some of the larger towns, unpaid. The great difficulty was to obtain men sufficiently educated to fill up a schedule correctly. Zamindars were made Superintendents of their estates, where not too large, but all the arrangements in such estates were carried out and organised by the district officers. As regards Feudatory States, considerable difficulty was found in getting a Census taken at all in Bustar, the largest; and in most of the rest, the neighbouring British officials had to take the lead in the arrangements.

The numbering of the houses led to considerable correspondence up to a short period before the Census. As a rule, the definition was most difficult to apply in Chattisgarh, where the enclosure was more common than elsewhere, and the "family" usually separated into distinct tenements within the enclosure.

The numbering was done at Government expense, but the cost was trifling, except in towns where more durable material was used. Where much change took place on revision, subordinate numbers were added both on the houses and in the registers.

1. It is presumed that the same procedure will be followed in the main for next Census. The survey operations, however, will give more aid than in 1881. Is it considered advisable to have maps for each circle drawn up? If so, what would be the best arrangement for ascertaining the details of hamlets, &c., to be inserted in the hilly tracts, and what agency would be employed?

2. Will this inaccuracy be remedied by 1890?

3. At what date is it advisable to begin the demarcation of circles and blocks, and when should the numbering of houses be taken up, and by whom?

4. Assuming the registers of houses to be drawn up in July and August, the scrutiny and house to house test could not be undertaken by district officers till some months later. Can the superintendence of the tehsildars be relied on?

5. Mr. Drysdale mentions this want of instructed agents as the great difficulty in the operations, except in a few districts. Is it proposed on the next occasion to depute the enumerators on two visits to their block, or on one only, which would last through the preliminary record to the delivery of schedule-books after the Census?

6. Apparently the Bustar operations were complicated by durbar intrigues, but allowing time beforehand, would it be possible to have the schedules filled in, collected and forwarded to Nágpur (or a local centre) by the end of February?

7. The definition of a house will be one of the points discussed at the Census Conference. In the last Census, the main difficulty was due, as Mr. Drysdale points out, to the alteration in the definition at a comparatively late date.

8. Does the Local Administration recommend or not the record of *families* (chulha) as part of the Census returns, and if so, should it be based on the House-register or on a distinction shown in the block-books of schedules?

Remarks by Census Commissioner.

9. The entry of subordinate numbers was due to the modification in the instructions above mentioned, and does not seem to have been necessary except in certain localities.

10. The standard block appears to have been fixed by the previous Census Committee with a view both to enumerating facilities and to convenience in abstracting. If more sufficiently educated men be available in the Province in 1890-91, no doubt the blocks will be reduced in size.

11. Is it considered advisable to have the books of schedules made up beforehand, or from the block-register, with the usual allowance for extra houses, camps, &c.? Is any change proposed in the material or mode of obtaining the forms? The schedule itself and the instructions connected with the entries therein will be discussed at the Census Conference.

12. The preliminary instruction of supervisors and enumerators seems to have been conducted by the district officers personally to a great extent. The misunderstandings pointed out by Mr. Drysdale were due probably to the low class of men that had to be indented on, and might be specially noted in the local instructions to be drilled into the men of 1890-91.

13. What date is considered the most suitable for (*a*) plain tracts, (*b*) hills and forests, (*c*) towns, for the preliminary records?

14. Would it be advisable to extend this practice to all those tracts the schedules for which Mr. Drysdale has stigmatised as badly written?

15. This question will be discussed at the Conference. It was proved by the experience of 1881 that topographical and not departmental blocks must be constituted in railway limits.

16. Will it be advisable to extend the area of synchronous enumeration in 1891, or should the same arrangements as in 1881 be maintained?

17. Is it advisable, in the opinion of the Local Administration, to abstract at a central office, except for Uria and Telugu, or to decentralise the work, all classification being necessarily forbidden except under the Provincial Superintendent's immediate supervision.

18. It is hoped that the difficulties pointed out by Mr. Drysdale will be for the most part avoided in 1891, but the questions of inefficient agency and transliteration of schedules will remain for consideration of the Local authorities.

The number enumerators was 36,406 to 42,212 blocks under 4,262 supervisors. In several cases the blocks were far above the standard fixed simply from the complete absence of educated men to act as enumerators.

The schedules were issued ready-made into books, but loose sheets were sent with each to be used if the book were found too small. Marathi schedules were printed in Bombay and Hindi and Uria in Calcutta. The Telugu version for Chanda was prepared and lithographed locally. Some delay took place in procuring a sufficient supply. For Feudatory States the simplified (8 col.) schedule was prescribed early in November only, and the books were prepared at Nágpur and Sambalpur. The use of private schedules was discouraged, as it was found that they were filled up most inaccurately.

On receipt of the books, Superintendents and Supervisors, with such enumerators as dwelt near, were convened to the district head-quarters and instructed in detail in the manner in which the schedule was to be filled up. A sort of examination was held and imaginary schedules dealt with. Men were deputed by Feudatory Chiefs to attend these meetings.

The preliminary record of entries began in January except in Nágpur and Bhandhara. In many of the districts it was conducted on separate sheets of paper, so as to allow of correction by the Superintendents and supervisors. When corrected it was copied into the block-books.

The arrangements for the Census on the Great Indian Peninsula Railway seem to have been made entirely out of harmony with both local arrangements and the directions of the Government of India. On the other railways the arrangements were more efficient, but still not quite as satisfactory as they would have been had the instructions been carried out. Except in military and forest tracts the Census was synchronous on the night of the 17th February. The schedule-books were collected with the loose schedules and house lists, and sent to a central Abstracting and Compiling office after being scrutinised at the tehsil head-quarters. The returns for the Bustar State did not come in till the beginning of June, owing to delay in obtaining from enumerators and recopying the rough notes taken by them. The books for the Great Indian Peninsula Railway were also delayed in transmission, owing to the want of co-operation by the Company with the local authorities.

The Sambalpur Uria schedules were abstracted in a Branch office in that district under the superintendence of the Superintendent of Police.

The central office was manned chiefly by officials seconded from their districts, with a rank and file of men specially engaged. The district men were found most useful in explaining caste and occupation entries, and with respect to Nimár, in translating the schedules from a local dialect into Hindi. Tabulation

began in the middle of June and was not completed till February 1882, the delay being largely due to variation in the instructions issued and methods of abstraction and classification respectively prescribed from time to time.

Remarks by Census Commissioner.

Coorg.

The village in Coorg is a territorial division without a definite village-site. The population is scattered about the arable area in homesteads, which are often of considerable extent. The blocks of enumeration were accordingly demarcated by areas, not by population or houses. The average block contained 16 houses and 117 persons, but in the forests three or four houses only were occasionally allotted to a single enumerator, whilst in Mercara he was given 49. The enumerating staff consisted of 88 officials and 1,426 volunteers. The supervisors, 135 in number, comprised 118 officials and 17 others.

The enumeration of coffee estates was entrusted to the managers, but in some cases it was found necessary to send special enumerators, and in many the schedules had to be extensively corrected by the supervisors. Generally speaking, no difficulty was experienced in having the Census taken on the night appointed, and in two instances only was it deferred to the next morning.

The preliminary record included settled residents only, and was brought up to date on the 17th February. It began about the 3rd of January. The enumerators were collected and instructed in their duties at the Jamabandi, and seem to have been put through a sort of examination in the details of their task. The definition of a house excluded isolated dependencies, but included contiguous buildings. It is not stated in the report when and how the registration and numbering were accomplished respectively, nor what test was taken of this preliminary operation.

The schedule was filled up in both English and Kanarese. Abstraction was carried out at a central office, and the whole work, including compilation and the report, was over by the middle of August.

1. It does not appear in the report how the area was ascertained. Were any maps specially prepared for enumerators or supervisors, showing where each homestead was situated in the block?

2. Major Magrath seems to think that at the Census proper there was not sufficient energy on the part of enumerators in checking their returns or in enumerating travellers in forest tracts. Would it be advisable to allow a morning enumeration of such tracts, immediately following the Census night? Wild tribes on the Ghâts in Malabar were thus counted in 1881.

3. The class of volunteers is not specified in the report.

4. It seems advisable to arrange for special aid to managers of estates in recording castes, &c., of their labourers. The difficulty mentioned by Major Magrath was also found in Assam.

5. The short interval between the preliminary record and the Census may have rendered the latter an easy task, but it seems to have been shirked by some of the enumerators, so that forest tracts might be treated as special cases, as above mentioned.

6. Is it considered advisable to follow the same course in 1891, or to increase the scope of the preliminary record to include all likely to be present in the house or on the premises on the Census night?

7. Provided the supervisors were active and competent, the interval should have allowed for full correction of errors in schedules.

8. The definition of house seems to have been suitable to Coorg, but it is not recorded that means were adopted to see that it was correctly applied. Is any separate record of *families* considered advisable? What House-register had the supervisor to guide him in apportioning the area to his enumerators?

9. Was the schedule-form found of suitable size and shape? Was it issued from Bangalore, or locally, and was it bound into block-books on issue, or by supervisors? Was Kanarese found the most suitable language for the whole country?

Madras.

The return of area was based on information derived from the Survey Department, but in the first instance it was called for from the village curnams, who obtained from zamindári curnams the return for estates permanently settled. This latter return was proved to be

1. It is presumed that the Survey has made much progress since 1880, so that less difficulty about areas will be experienced on this occasion. Do the village returns show every hamlet and detached homestead in Ryatwári territory and Malabar,

Remarks by Census Commissioner.

and can the returns for zamindári estates be trusted in this respect?

2. Does not this course place in the hands of the curnam the responsibility of applying the definition of a house? If many alterations were subsequently made on revision, as they appear to have been, had not the list to be re-numbered; if not, was not the alternative plan of subordinate numbers found confusing?

3. Are any alterations advisable as to the dates for preparing lists and numbering houses?

4. Mr. Stokes notes the inconvenience of excessively large blocks in abstraction. Are any alterations advisable in order to reduce the enumerator's work and increase the supervision, or should the former be simply provided with separate books from the beginning of his task?

5. Some of the Collectors seem to think the blocks inconveniently large, even for an enumeration by day, and recommend restricted areas, irrespective of the included population. The question is whether efficient agency can be numerically increased so as to allow of this. The size of the circle seems to preclude much check at the final examination, or Census proper.

6. Mr. Stokes considers that the interval between the preliminary record and the Census should be diminished, as, though in 1881 sufficient time was available for check, the number of alterations and additions was much increased by the long interval. The question will be discussed at the Census Conference and suggestions made.

7. Is it proposed to adhere to the day-enumeration in 1891 as on the last occasion?

8. Mr. Stokes seems of opinion that except in the agency tracts and other hill districts on the east coast, and in the Western Ghâts, the enumeration might be practically made synchronous throughout the Province. Will the number of enumerators have to be much increased to compass this object, and can efficient men be obtained for such tracts?

wrong by some 24,000 square miles, owing to inaccuracy of estimates of areas of zamindári estates or unsurveyed territory. A record, however, was thereby obtained showing all villages and the number of habitable houses, whether in the village site, in hamlets or detached (Vol. III, Appendix B, page 48).

The numbering of the houses was effected concurrently with the registration by the curnam, the definition being supplied first by the Board of Revenue, and subsequently by the Government of India. The two differ considerably, but it seems that the latter was more generally applied. The list was sent to the tehsildar some time in July and August. From it blocks were marked off and circles defined. Charges, as a rule, were made coterminous with the revenue jurisdiction of the tehsildar and naib tehsildar respectively. The list had to be tested by these officers before a complete tehsil register was prepared. This was then sent to the Collector, who added the areas not included in any tehsildar's statement, such as hill-tracts, large zamindáris and Native State territory. These lists were forwarded to the Provincial Superintendent of Census, and the details were tested by tehsils by the divisional officers during September and October. The number of Superintendents nominated was 381, of Supervisors 4,105, and of Enumerators, 75,981. The average number of houses per block is not ascertained with accuracy, but the maximum seems to have ranged from 100 in Cuddapah to 440 in North Arcot, whilst in several districts, not including tracts specially treated, one house per block is recorded. Where the curnam and munsif were the enumerators, they worked up to 100 houses each; in other places the agency was increased. Unpaid agency was almost everywhere obtained, and only 1,868 persons are returned as having been paid for their services.

It was prescribed by the Board of Revenue that the block-register with the book of schedules to be filled up should be sent to the enumerator by the end of October. The preliminary record began on 15th November and ended, as a rule, by the 20th. The results were strictly scrutinised by the supervisors and district officers. It seems that the "Revenue Inspector or other Supervisor" was ordered to send the block-books as tested to the "Circle officer" by the 16th December. They were returned by 20th January, after further scrutiny. The final enumeration took place on the morning of the 18th February instead of on the night between the 17th and 18th. In a few tracts some difficulty was experienced from not finding the inmates at home, but, generally speaking, the enumerators are said to have been beforehand with the early risers.

The tracts treated specially in the Census operations were the agency tracts of Ganjam and in Vizagapatam, the Rampa district in Godávari, the wild tribes of the Nellamallai in Curnool, of the Kalroyen Hills in South Arcot and Salem, of the Kolimallai, Pachamallai, Periya and Chin Kalroyen, Chitaai, Yelligiri and Jawadi hills in Salem, of the Pachamallai in Trichinopoly, and along the

Ghâts in Tinnevelly, Coimbatore and Malabar. As to Ganjam, the co-operation of the Khond Chiefs was secured (see page 102, Appendix B) in much of the hill tracts, and in the rest Government servants were deputed to collect and revise the information collected in a simpler form of schedule than was use in the plains. In the Vizagapatam hill tracts Government servants were specially deputed. They counted the ordinarily resident population from house to house, but their operations were much delayed by inefficiency as well as sickness. A classification of the results was made locally, but had to be re-done at the central office. For Rampa, the only record obtainable was the numbers of houses and the respective numbers of males and females owing to the recent disturbances in the district.

In Curnool the enumeration of the hill tribes was spread over two or three days, and conducted by the Taluk Gomashtas, Revenue Inspectors and Curnams, with some slight help in one part from non-officials. In Malabar the Ghât tribes were enumerated at centres to which they were summoned by their Mupans or headmen in November and December. The enumerators were tehsildars, their deputies and a few Jeumies or chieftains. In the hill tracts of Coimbatore, Salem, South Arcot and Trichinopoly, the enumeration was conducted as elsewhere, but was not finally taken synchronously. In Tinnevelly the Forest Department counted the hill tribes whose numbers seem to have been insignificant.

British subjects within French territory on the night of the 17th February were counted by the French authorities. There was no difficulty, except as to divorced women, who had returned from British territory to their parental home in Mahé. This difficulty was easily got over. The small settlement at Yanam was enumerated on the 18th. The Laccadive Islands were specially enumerated by emissaries from the Malabar district. Special attention was paid to the enumeration of the travelling houseless population, for whom tickets were provided to prevent re-enumeration. In places where there were large gatherings special assistant enumerators were posted, who returned their schedule-books to the block-enumerator under whom they worked. The Census of Railway employés as well as of passengers was conducted on the night of the 17th February, tickets being issued to the latter within certain hours. Similar arrangements were made on the navigable canals, and special enumerators assigned to the landing-places along the Malabar back-waters. The sea-going vessels fell under rules corresponding to those issued in other Provinces, and no difficulty seems to have been experienced in enumerating them.

The enumerators, before returning their schedule-books to the supervisors, prepared an abstract showing the resident and floating population of their blocks respectively, by sexes. These totals were subsequently found to be remarkably accurate, and served in the compilation of a preliminary return for each district. The schedules were then compared with the

Remarks by Census Commissioner.

9. It is considered advisable to ask no more in 1891 than the mere record of houses and population by sexes?

10. It seems that the returns were not received at the district head-quarters for some time after the enumerators in the rest of the country had sent their block-books in. Is there any chance of better arrangements on this occasion, or must the causes of delay be considered still in existence?

11. Presumably the same courtesy will be rendered in 1891, by the French authorities.

12. Some difficulty was experienced, apparently, about the Island of Minikoi, in 1881, with respect to the language used there. This has no doubt been noted.

13. Mr. Stokes attaches much importance to this preliminary abstract as a check upon subsequent rulings with the schedules. The comparison he draws between the work of the enumerators and that of the specially-entertained clerks at the central office is so much to the advantage of the former that no doubt the Madras Government will duly

Remarks by Census Commissioner.

consider how far decentralisation of the abstracting work can be carried. The matter will receive much attention at the Census Conference, as Mr. Stokes's remarks are practical and applicable to difficulties arising in most of the larger Provinces.

14. Mr. Stokes evidently considers so large an establishment to be unwieldy and apt to escape due control in details. He also notes the inferiority of the agency available. Does the Madras Government consider that a better establishment could be obtained at divisional centres, if organized, or is there any means to be suggested between the system of 1881 and individual work by enumerators, as recommended by Mr. Stokes?

15. Mr. Stokes criticizes adversely the triglott schedule, mainly owing to the space occupied by the headings. This defect can be easily remedied, if the Madras Government take the view held by printers as a rule in favour of such forms. Several of the district reports mention some graver defects, all of which appear to be susceptible of elimination on the next occasion. These are matters of detail which will be discussed in Committee, or when the Census Commissioner meets the Provincial Census Superintendent at Madras next spring. The former will be obliged if a schedule of 1881 could be found and sent him for information.

circle register, indexed and packed. At the tehsildar's they were scrutinised, repacked and sent with the Tehsil Index to the central office at Madras. Uria and Malayalam schedules were re-copied in a translation and abstracted by a special establishment. The abstraction was effected by an establishment which reached 1,158 per diem with over 240 testing clerks, and 75 supervisors and superior officers. The compiling office, 100, reached a high muster. In February 1882 it contained 1,363 men, whilst for district, or final compilation, the strength in April 1882 was 733. Mr. Stokes has left a practical memorandum on the difficulties he experienced, and how he would avoid them in future.

The schedules appear to have been printed in triglott, those in Uria and Malayalam being prepared locally in Ganjam and Malabar respectively. They were not machine ruled, and were stitched into block-books as received by the enumerators.

North-West Provinces and Oudh.

1. It would be convenient if copies of the instructions to district officers, to supervisors and to enumerators, as finally revised, were forwarded to the Census Commissioner for information.*

2. It appears from the report that the personal inspection of the district officers began after the house-registers had been prepared by blocks and circles. Did not this course entail a good deal of renumbering of houses, and the consequent connection of registers?

3. Was the preliminary record made by the Patwári or by the enumerator specially deputed, when not the Patwári?

4. The definition of a house will be discussed at the Census Conference. Does the Local Government consider it advisable to have illustrative plans roughly drawn to meet special cases of difficulty?

5. Was this date found suitable, or is a later one recommended for the next Census?

6. How far was classification or combination of entries allowed at the district offices? The Census Commissioner would like to have copies of the Provincial Superintendent's instructions on this point, as well as on the abstraction generally.

The detailed instructions issued by the Local Government have not been republished in the Census Report. From what is recorded in that report it appears that the demarcation of circles and blocks was based on the revenue 'mauzah' including all detached homesteads and hamlets within its area. The work was conducted by the subordinate revenue establishments under the supervision of the district officers, and appears to have begun in July and ended in November. In December it was tested by personal inspection by the district or subdivisional officer, and the enumerators were appointed. These last were almost entirely unpaid men, reliance being placed mainly on the Patwári element. The definition of a house was that prescribed by the Government of India, but the degree of uniformity obtained in its application, on an average, is not mentioned. In the one instance quoted (Saháranpur) a special application appears to have affected the returns of the whole district. The case in question, namely, that of the quarter inhabited by the chamárs or other village menials, was also found to have been similarly dealt with in some districts in the Panjáb.

The preliminary record was made during December, and tested between the end of that month and the end of February, the scrutiny thus lasting over the Census. Abstraction was completed in the districts, and compilation at a central office.

There seems to have been some difficulty in distinguishing urban from rural areas, chiefly owing to want of clear understanding before

* These were obtained at Agra from the Collector's records in which they were filed.

the blocks were demarcated of what the criterion was to be. The population standard could not be rigorously applied, and in some cases the existence of a municipality, and in others the contiguity to a city, together with the markedly urban character of the occupations of the inhabitants, were duly taken into consideration.

The main difficulties noted in the report refer to entries in the schedule and the instructions relating thereto.

Remarks by Census Commissioner.

7. The Census Conference will make recommendations on the question of discriminating between rural and urban areas in order that the tables relating thereto may correspond throughout. Mr. White's remarks seem to indicate that the Provincial arrangements on this point were statistically satisfactory.

8. All questions connected with the schedule and the instructions for filling it up will be discussed at the Census Conference; as will the compilation and methods of classification.

Punjab.

The subdivision into Census areas was by tehsils. An "Index Register" was prepared from the Mauzahwar lists, in which all village-sites, hamlets and detached encampments, homesteads or houses, were set forth. The division was one of area, not merely of the village-site. Boundaries were to be definite physical or topographical features, not imaginary lines drawn on the map. Towns were demarcated with their suburbs. The standard of 5,000 inhabitants was applied only to places of a decided urban character, not to collections of scattered homesteads or hamlets under one name. A map was then prepared for each circle showing the boundaries and the position of each inhabited building or village-site, including temporary settlements likely to remain in the same place till after the Census. The supervisor, who was often the Patwári, was then given the map and an extract from the Index Register with which he proceeded to number the houses and demarcate the blocks, where the latter did not simply consist of a single village area. A map of the block with a list of the houses therein was next prepared. The numbering was by homestead, or *mahallahs*, in villages and towns respectively, but the plan did not, apparently, work well.

The actual numbering was effected by painting or by boards hung up as was most suitable to the building.

The *house* was defined for the use of the supervisors as "any group of dwelling-houses whether one only or many, which has a common separate principal entrance from the road or street, however many families it may include." The preliminary inquiry for the purpose of registering the houses included also the record of the number of *families*, by which was understood the people, one or many, who eat together at a common table, together with their resident servants and any chance visitor staying with them. Some discretion in applying the definition to suit large towns and certain quarters in villages was allowed, and on the whole the application was on anything but a uniform system throughout the Province. There seems to have been a dimness of definition in the case of *unoccupied* houses also. Separate numbers were given at the end of each block to halting

[*Mr. Ibbetson in his report has thoroughly analysed the procedure of 1881, so I will note his main comments and suggestions, with a few queries of my own, and leave it to the Local Government to discuss how far his proposals should be adopted in detail.*]

1. *Index Register.*—A simplified form is desirable, and has been proposed by Mr. Ibbetson (page 483). It is possible that after the first mapping out of the tehsil, the register may be prepared from the house-list for each village, an abstract of which is provided for each circle. The important service rendered by such a register seems to be in the record of hamlets, and outlying homesteads.

2. The urban areas seem to require discussion and definition beforehand (see Mr. Ibbetson's remarks, page 459).

3. Are maps required except for the hill tracts and the large south-western plains?

4. Is a block-map necessary for enumerators in villages and towns, or in either?

5. The definition of *house* will be discussed at the Census Conference. Is it advisable to leave any discretion to the supervisors, if so, to what extent, in this matter?

6. The numbering should apparently be serial for a *village*, or for a *circle* in towns (see Mr. Ibbetson's remarks, page 421).

7. Tickets affixed to walls were found ineffective.

8. It is clear that for the Panjáb a single definition is out of the question. Would it be an advantage to circulate to Superintendents of charges plans of typical cases of difficulty, and also include in the illustrations to the definition ordinary cases in which that definition was misapplied in 1881, such as the residential quarters of village menials? Is it also impracticable to give in the definition and instructions under it more importance to the proportion borne by the open space within the public entrance to the structure itself, showing the distinction between a courtyard let into a building and a space with buildings round it, or a series of lanes enclosed by a wall with a single gateway? Mr. Ibbetson seems to distinguish the enclosure from the tenement, and would record families (chulha) in the registers; but the question about houses is largely

Remarks by Census Commissioner.

left to the supervisors. It seems advisable (*a*) to endeavour to attach some statistical value to the return of houses, (*b*) to avoid subordinate numbers on buildings, (*c*) to lay less stress on the *entrance* as a factor in demarcation. Some attention, too, seems required to the record of "unoccupied" houses (paragraph 841), the Census requiring the return of such buildings only as are by intention habitually or occasionally used for human residence. The lacustrine fakir mentioned in the paragraph above cited probably did not in the month of February cook or sleep in the tank he selected for his abode.

9. Mr. Ibbetson is of opinion that in the case of compact areas the blocks of 1881 were not large enough. There is, of course, no obvious objection to including two villages in one block, provided separate books for each are prepared, and there are no outlying hamlets or encampments.

10. Mr. Ibbetson would have the preliminary entry made as far as possible by Patwaris of the circle or by men equally well acquainted with their areas. This agrees with experience elsewhere, and only entails full appreciation by the Patwáris or others of the meaning of the detailed instructions. What supervision would, in this case, be exercisable over the supervisors, and what would be the best means of instructing them?

11. The use of Departmental officers not specially interested in Census work is a matter which has received considerable notice in the 1881 reports. As a rule, no trouble and much aid resulted; but Mr. Ibbetson mentions certain cases which might be provided against by the Local Governments before the next Census.

12. The more extended use of Persian characters is recommended by Mr. Ibbetson for the greater convenience in checking and abstracting.

13. The shape of the schedule and the block-book in which it is to be used will be discussed in Conference. As regards the modifications adopted in the Punjab in 1881, it does not appear that all of them were improvements on the standard. The main points involved will be discussed hereafter, but the Local Government should signify what part of Mr. Ibbetson's proposals regarding the record of caste, tribe, and sept and subdivisons should be authoritatively adopted in 1891.

14. These matters of detail will be discussed at the Conference. It is probable that covers of rough cartridge paper can be supplied cheaper than the local cover.

15. The period for preliminary record will be discussed hereafter. In the case of the Punjab, the interval being long, resulted in a displacement of the ages as tabulated. The entry of temporary sojourners on this and landingplaces, when too small to be constituted separate blocks.

The actual subdivision of area differed very considerably from that originally proposed by the district officers, and was generally in the direction of increasing the size of the blocks. The total number worked up to was 52,983 distributed amongst 6,399 circles and 1,758 charges. The agency consisted chiefly of officials and circle officers for supervision and superintendence, and non-officials for enumeration. The supervision was made more close in the towns amongst a varied population than in the rural tracts. School-boys were often attached to enumerators who, whilst knowing their duties, were unable to write a good hand. The average number of persons for block was 356 or 357 in village areas consisting of 1,256 acres each. As a rule, departmental officers deputed for special Census duties worked willingly, but in some cases complaints were made about the refusal or unwillingness to assist of certain branches of the public service. There was little paid agency employed.

The preliminary record in the block-books was made as a rule by or through the Patwáris, owing to the difficulty of obtaining the services of the non-officials volunteering for more than the Census itself. In all cases the men who made the preliminary record took the enumerator for the Census over the whole block before the night fixed for the enumeration. Considerable difficulty was experienced with regard to the schedules filled in in the Banya (Mahajani) handwriting which had to be translated in many cases into Persian characters.

The schedule itself was altered from the Imperial standard form in four particulars, the heading regarding occupation having been printed off before the general form had been modified. The caste column was split into three, sect was combined with religion, separate columns were provided for male and female in the sex column, and the education entry was limited to those who were under instruction, or without being under instruction, knew how to read and write. The block-books were prepared out of the mass of blank forms supplied to enumerators by the supervisors. The covers were made at Lahore and distributed. One book sufficed for each block, and if two villages were included, a blank leaf was used to distinguish the two.

A considerable time was allowed for making and testing the preliminary record, *viz.*, from 27th December to 7th February. In some cases temporary residents who were known to be leaving before the Census were omitted, in

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others thay were included. The entries for each page were signed, as tested, by the supervisor, when he was not the writer. Thus ten clear days were left for final preparations, and during these ten days the fresh enumerators were posted and instructed, red ink and spare forms provided, and arrangements made for the counting of the travellers by road or water. By the 15th, as a rule, every man was to be at his post.

It was made a rule at the Census that none of the entries already recorded were to be altered, save where from the absence of the person in question from the village the whole entry had to be erased. When the supervisors did not visit the block at night, they went the next morning and tested the entries.

Special arrangements were made for cantonments, and in some cases these were carried out entirely by the district officers. In all cases military limits were defined, and regiments, &c., enumerated by their own officers, as were those on the march. On the Railways arrangements were made topographically save in one case in which great complaints of general want of arrangement were made. River turnpikes were instituted at about six places on the larger navigable streams. Special arrangements were also made for counting the inhabitants of the large grazing encampments round Multán.

In certain mountain tracts, *viz.*, Kágán, Bhogarmang, Upper Koush, Agror, the Tanával Hills, the Mari and Kahúta Tehsils of Pindi, the Shahpur Kandi tract in Gurdaspur, a few villages in Kulu, the Mandi portion of Seoráj, and nearly the whole of the Chamba State, the Census was taken in the daytime of the 17th and 18th February. In Lahul and Spiti the enumeration was postponed till the snow melted and the passes allowed the passage of the supervisors, so that it was not till July that the final schedules were received from Spiti.

In Peshawar and Kohat districts the arrangements were made in two cases. The Baloch tribes in Dera Ghazi Khan and the Waziris present in Kohat were enumerated by their headmen. A few other minor cases were treated exceptionally. It was noted that the western frontier of Peshawar had not been (in 1881) defined.

A preliminary abstraction in considerable detail was made under the instructions of the supervisors. It comprised houses, occupied and unoccupied, and families, which were accepted as shown in this abstract. Besides this, sexes, infirmities, civil condition and degree of education were also abstracted. A list was prepared of religions, castes and occupations, and finally, one showing the numbers in each tribe, sect, sept or clan, classified by subdivisions. This

occasion is a question for discussion. It is clear that a marriage-gathering in January which will not last ten days need not be recorded merely to be struck out in the middle of February. On the other hand, too wide a discretion will lead to escape of enumeration in less pronounced cases.

16. No difficulty seems to have been experienced in providing aniline powder. It is assumed that the enumerators made their own arrangements for inkpots—an item which appeared in some Provincial returns.

17. This point will be noted in the general instructions, as it appears in most Provincial reports.

18. As regards municipalities, the demarcation of the urban areas, including such of the suburbs as come under that definition, seems to have been the main difficulty. The strengthening the supervising agency for the few days before the Census is also a point to be noticed.

19. Cantonments (exclusive of regimental lines) seem to require more supervision in the Panjáb, as they do in some other Provinces. Working between dates fixed by Government, it would seem advisable that the Cantonment Magistrate should receive the concurrence of the Deputy Commissioner in his arrangements before submitting his proposals to the Provincial Census Superintendents. Mr. Ibbetson points out the special difficulties in the enumeration of caste, &c., in a Cantonment Bazar, and these would receive beneficial aid from the district officer's experience of such matters.

20. When definitions are made clear and the rules are plain, military lines present no special difficulty. Mr. Ibbetson, however, in common with several other Superintendents, notes the general incorrectness of the entries in schedules filled in by Europeans. For native requirements special aid will probably be gratefully accepted by the officer in charge of the enumeration.

21. Mr. Ibbetson's remarks about the Railway Census (paragraph 877) will doubtless receive attention. It is essential that a stop should be put early in the preliminaries to any distribution of the Railway Census by departments, an arrangement which is inefficient in every way. Topographical subdivisions with general supervisors are required.

22. The areas not enumerated under the general system will probably be with slight changes the same as in 1881.

23. The question of abstraction by enumerators and supervisors will be discussed at the Conference. It appears that in the Panjáb, the preliminary abstracts, whether numerical or only nominal, were in certain cases taken as final. Should this system in the opinion of the Local Governments be extended to other portions of the schedule, combination and classification being absolutely prohibited?

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24. Looking at the general inconvenience experienced in the use of Mahájani and Gurmukhi character, should not the Census be carried on without the aid of men who only know these characters, even at a slight additional cost for enumerators, or the schoolboy aid more largely enlisted, as mentioned by Mr. Ibbetson?

25. The whole system of abstraction or compilation will be discussed at the Conference. The agency provided will be, it is presumed, of the same class as in 1881.

26. The compilation of caste and occupation entries appears to have taken up the main time of the central office for some months. Have lists in detail been prepared as mentioned by Mr. Ibbetson? If so, the Census Commissioner will be obliged by the presentation of a copy of each.

last was accepted as final, owing to the local knowledge of the Patwáris and headmen preparing it.

The Páhári schedules in Kangra were dealt with locally. In the rest of the districts, English, Persian and Nágri characters were alone allowed to remain in the books, the rest being transliterated at the supervisor's dictation. The bundle with register was then checked, indexed, and sent to the tehsildar.

The tehsildar prepared from the rough abstracts a list of villages for his whole tehsil, showing the population at the last Census as well as at this. He then sent the whole of his charge records direct to the divisional office with the village abstract.

The establishment at the divisional offices consisted chiefly of Patwáris and Kanungoes, supervised by an Extra Assistant Commissioner, Superintendent of Settlement, or a Tehsildar. A fresh examination of block-registers, loose-schedules and other returns was made and then abstraction began.

For tabulation, registers were prepared with printed slips containing the name of every village and its blocks in the tehsil. The slips were pasted at the margin of each page with columns and spaces for the page totals, which were carried on to the end of the register, where they were compiled for the whole subdivision. From these the entries not requiring classification were compiled direct. The classification of caste, birthplace and occupation was left a good deal to the divisional officers, but the final review was made by the Provincial Census Superintendent personally, at his central office. Some difficulty was experienced in defining the limits of towns, and in seeing how the suburbs or adjacent areas had been treated.

The whole of the operations have been described in detail by Mr. Ibbetson, who has pointed out the advantages and defects of the course pursued at each stage. The main difficulties appear to be—

(*a*) The inclusion of scattered dwellings, hamlets, &c.
(*b*) The demarcation of urban limits.
(*c*) The definition of a house.
(*d*) The provision of enumerating agency able to write legibly.
(*e*) The entry of tribe, caste, &c.
(*f*) The entry of occupation as defined in the instructions.
(*g*) The compilation and classification of (*e*) and (*f*).

J. A. BAINES,
Census Commissioner for India.

APPENDIX B.

Statement of subjects for consideration at the Census Conference.

A.—STATISTICS.

1. *The modifications advisable in the schedule of 1881.*—The question will involve the advisability of additions to the columns, omissions of any, and changes in the headings. Suggestions thrown out in the different reports include the following changes:

(*a*) Including the serial number of the person in the name column (2), and leaving column 1 for the house-number.

(*b*) Separation of religion from caste, by adding a column for sect, and including under caste a subordinate column for subdivision. Thus columns (6) and (7) would become columns (6), (7) for religion and sect, and (8) and (9) for caste and subdivision.

(*c*) The demand for entry of sect from Hindus as well as from other religions.

(*d*) The entry of races of Christians, to get fuller returns of "British-born," or "European British subjects."

(*e*) The method in which (original) columns 6 and 7 should be subdivided for purposes purely Provincial; with the headings appropriate for each subdivision.

(*f*) A subdivision of column 11 (*instruction*), showing the vernacular known or being learnt. Also, whether a foreign current language, such as English, should be shown apart from the vernacular in a second subdivision.

(*g*) Whether the standard headings to the columns, as they stood in 1881, should be retained or modified. For example, should the last sentence in column 10 (*occupation*) stand, or be relegated to the instructions, and similarly with the details in the columns for *instruction* and *infirmities* respectively.

(*h*) The serial arrangement of the columns has been in some points subjected to adverse criticism. The question materially affects the process of abstraction, and requires consideration accordingly.

2. *The instructions relating to the entries in the schedule.*—The following points have been noted:—

(*a*) The return with greater accuracy than in 1881 of the temporary residents in a block, as distinguished from the more permanent inhabitants.

(*b*) The improvement of the column for civil condition, as, for instance, in the return of prostitutes, divorced persons and young children.

(*c*) The specification of eunuchs as of the male sex.

(*d*) The improvement of the return of infants not yet one year old, as in some cases the entry of the number of months seems to have led to erroneous abstraction. It has been also suggested that the return of the completed age is contrary to the ordinary custom of the mass of the people, who are said to give the current year of their age, so that the former should be more distinctly insisted on in the rules for enumerators.

(*e*) Clearer instructions are called for, apparently regarding the discrimination between orthodox or Brahmanic Hindus, and offshoots of that religion, such as Brahmoism Jainism, and the more localised forms of semi-Hindu creeds returned as separate religions. Still more urgent seems to be the need for similar instructions regarding the religion of the lower classes, such as those of impure caste or race, whilst the question of the return of the religion of most of the Forest tribes in India proper has still to be settled. A general title for the religion of the non-Hindu section of such tribes must also be proposed.

(*f*) Instructions for the entry of caste, tribe and subdivisions of either must follow the subdivisions of the general headings which may be recommended for the schedule. How far the instructions of 1881 were inadequately comprehended by enumerators is stated in several of the reports, and the remedies proposed will be discussed.

(*g*) The rules about the entry of mother-tongue seem to have been fairly appreciated, the modifications required being generally provincial or local. These, however, might be systematised, and should accordingly be brought forward for discussion.

(*h*) Considerable difficulty was experienced in preparing the returns for "birthplace," and it seems that the error lay with the enumerators rather than in the wording of the instructions. It is therefore a question whether the modifications that may be suggested should be in the latter or in the rules for the guidance of the supervising and testing agency.

(*j*) The entry, of 'occupation' must clearly be debated in detail, as no column in the schedule yielded results so misleading and inconsistent with what was intended to be recorded. The question here is simply with reference to the original record, all considerations of the arrangement of results being deferred to a later section of the proceedings. Neglect of the instructions with regard to general entries, such as those of 'service,' 'labour,' and so on, falls within the scope of the instructions to the supervising agency. The defects in the actual rules for the guidance of

enumerators are mainly connected with the record of (*a*) agricultural occupations, (*b*) the occupations of women, (*c*) the industries, so common in India, in which making is combined with selling, (*d*) official service, Government and Municipal or Local. There are others, too, which should be brought under review at the Conference, and which will require notice in either the general or the Provincial rules. Whilst keeping in view the necessity of retaining the means of comparing the latter returns with those of preceding enumerations, it will probably occur to the Conference to propose radical modifications affecting the results as far as the above classes are concerned. To give a few examples taken from various reports, the following points have been raised:—The entry in detail of the connection of an agriculturist with the land. The entry of the members of his family who subsist on the same land, and who either render assistance or not, as the case may be, in field, or farm operations. The distinction between house-work and domestic service drawn in some returns of female occupations; the combination of agriculture and village-industries; the possession of land as a source of income, apart from agriculture, but combined with some totally different occupation. The goldsmith, money-lender, hawker, mendicant, sweeper, engineer and schoolmaster, have all been specially pointed out with numerous other occupations, as incorrectly returned in 1881, not by reason of erroneous classification, but owing to defective entry in the schedule. Such cases will come within the scope of the general instructions to be drafted by the Conference.

(*k*) If the column for the entry of the degree of education be subdivided, corresponding additions will necessarily have to be added to the instructions. Irrespective of the above modification, the rules as they stand are deficient in the following points noted by Provincial Superintendents, and improvements should be discussed. The entry of those "learning" was deficient in many cases by the omission of those who, though still under instruction, were able to read and write; and in some instances the term "learning" was refused to those who were not attending Government schools. The entry of those "knowing" was often applied in the north of India to those only who were acquainted with the Persian character, the rest being classed as illiterate. The use of abbreviations in the column was also productive of error in abstraction.

(*l*) The main need of improvement amongst the entries of *infirmities* seems to lie in the record of lepers. It does not appear that the rules were so much in fault, as their application. This is, therefore, a question for consideration in connection with the instructions to the supervising agency, whose attention will probably have to be directed to the exclusion of "white" leprosy and the inclusion of females who suffer from the corrosive disease of that name. No suggestions have yet been made regarding any additions to or omissions from this column, so the instructions will be considered from the standpoint of 1881.

[*The portions of the instructions which relate to procedure will be treated of below, in connection with the administration of the Census.*]

3. *The definition of a house for the purposes of the Census.*—The first question is the statistical object of the return of houses, and according to the conclusions reached, the definition must be framed. In 1881 two definitions were successively prescribed and in part applied. The first was that of a family homestead, with the element of commensality put prominently forward. The second was that of a building, irrespective of family, the main feature being that of separate and independent communication with the public roadway. The one is inconsistent, by the terms of the definition, with the other. Next to the question put in the beginning of this paragraph, the Conference should consider, first, whether the return of families is worth acquiring, and, if so, by what definition and in what form is it most likely to be accurately obtained; secondly, how far the statistical value of a return of buildings, apart from that of families, can be realised in India, and what definition is the most likely to be uniformly applicable? There remain, then, questions of detail, one of the most important being the amount of discretion to be allowed in extending or curtailing the definition. For instance, the lodging-houses of large commercial towns, on the one hand, and the quarters of the impure classes outside a North Indian village, on the other, both require, as shown in the reports, special instructions, as they were not covered by the definition finally prescribed. In connection with this subject, though a purely administrative question it may be discussed how far specimen plans of peculiar buildings can be usefully circulated, and it may be arranged whether the census return of houses finally accepted should be based on the schedules or on the registers previously prepared, and, if the latter, what buildings coming within the definition of a house, but other than ordinary dwelling-houses, should be entered in the return, and how far unoccupied buildings should be recognised and tabulated, this last being a question of statistical bearing, still open to discussion.

4. *The returns to be prepared to show the results of the Census.*—The following were prescribed for the Census of 1881. Criticism of each is desirable:

I.—General statement of area and population.
II.—Variations in the population.
III.—Distribution of the population by religion and sect.

IV.—Relative proportions of religions and of the sexes by religions.
V.—The civil condition of the population.
VI.—The civil condition of the population by age and religions.
VII.—The ages of the population, by religions.
VIII.—The castes of Hindus, and subdivisions of other religions.
IX.—Distribution of the population by language.
X.—Distribution of the population by birthplace.
XI.—Distribution of the population according to birthplace by districts within the Province, and by Provinces and countries beyond it.
XII.—The Occupations of the population, (*a*) male and (*b*) female.
XIII.—Distribution of the population according to education, by religions.
XIV.—Number of persons of unsound mind by age and religions.
XV.—Number of persons totally blind by age and religions.
XVI.—Number of persons deaf and dumb from birth by age and religions.
XVII.—Number of persons lepers by age and religions.
XVIII.—Table of the number of towns and inhabited villages, by population.
XIX.—Statement of towns according to population.
XX.—Statement of towns arranged territorially.

Supplementary tables showing the occupations in towns by ages were also prepared, and a complete separate tabulation was made of British-born Europeans.

[*It is proposed to go through each one of these tables successively, and discuss its use and convenience, and suggest modifications where necessary. The following remarks indicate several of the points referred to directly or indirectly in the reports:*]

(*a*) The re-arrangement of the age-periods in the tables relating to marriage.
(*b*) The question of abstracting the general age-statistics in detail of years, and re-grouping in compilation.
(*c*) The subdivision of Christians by race in the final compilation.
(*d*) The recognition of caste and corresponding subdivision, according to some standard other than that of numerical strength. For the Provincial tables, the amount of detail will be also discussed in connection with this return, as will the grouping and classification of castes and subdivisions.
(*e*) The tabulation of language by birthplace, instead of separating the two statistical factors of nationality, and the classification of the entries under both.
(*f*) The classification of occupations, probably the most necessary and urgent subject under this head which will come before the Conference, and one which requires the most deliberate consideration.
(*g*) The tabulation of occupations by age, religion, caste, or race, or simply by sex, for country and town separately.
(*h*) The subdivision of the educational statistics, and how far age, religion or race, caste or language should be incorporated in the returns, general or provincial.
(*j*) The retention or modification of the age-periods used in 1881 in the case of the returns of infirmities; and the question of whether religion or some more definite subdivision should be adopted for these tables.

B.—Administration.

5. The record of Area, and the distribution into Census divisions.

(*a*) The extent to which the provincial survey record helps in this task, and the use to be made of local returns of houses and population.
(*b*) The preparation of special maps of circles or blocks.
(*c*) The registration of habitable buildings, of landing-places and sites for encampment, &c. The means of ensuring the inclusion in a block of outlying hamlets, homesteads, resting-places, and so on, the form the register should take, and the amount of detail required in each Province for circle and block registers respectively.
(*d*) The correct delimitation of urban areas, and the treatment of detached suburbs and of cantonments.
(*e*) The standard area of population or a circle and block respectively.
(*f*) The date at which the demarcation of the circles and blocks should be taken up, the method of conducting and testing it, the agency to be employed on it, and the limitation of the period for completion.
(*g*) The serial numbering of the houses, whether by village, circle, or block, the time, manner and agency; also the mode of testing the results.

6. The provision and instruction of Agency for Enumeration and Supervision.

(*a*) The latest date from which men specially engaged should begin work in (1) ordinary rural tracts, (2) forest and hilly tracts specially enumerated, (3) towns, and the extent to which the preliminary operations should be entrusted respectively to them and to the village or circle officials, where any exist.
(*b*) The most efficient mode of instructing supervisors and enumerators respectively in their duties.

7. Rules for special tracts and places.

(*a*) *Cantonments*, including military lines and the bazars and outlying houses.
(*b*) *Railways*, including residents in railway limits and travellers or persons on duty along the line.
(*c*) *Seafaring* and *boating population*, and travellers by water.
(*d*) *Travellers by road*, rest-houses, hotels, &c.
(*e*) *Public Institutions*, hospitals, asylums, jails, &c.
(*f*) *Private areas*, mills, tea-gardens, factories, &c.
(*g*) *Forest and hilly tracts*, distant islands, temporary colonies of labourers, fishermen, &c.

8. General proposals to be submitted to the respective Provincial Governments and Administrations regarding the Census operations in the *Feudatory States* connected with them.

(*a*) *Form of schedule* to be used, and supply of the same.
(*b*) *Arrangements*, as above noted, for preliminary operations.
(*c*) *Supply of instructions* and standard forms.
(*d*) Arrangements for abstraction and compilation.

9. The form and supply of Enumerator's Schedules.

[*It is probable that improvements can be effected in the form used in 1881, whilst the arrangements for the supply undoubtedly require consideration.*]

(*a*) The *material* of the schedule seems to have been satisfactory in point of durability, but complaints about its liability to be injuired by damp have been recorded, and in some cases it has not been found suitable for quick printing in large sheets. Local experience is desirable on this point. The Census Commissioner will ascertain the opinions of printers in anticipation of the Conference.
(*b*) The *size* of the schedule should be considered. Assuming that the columns of 1881 are retained unaltered in number, some modifications have been recommended in the distribution of the space. More room is suggested for occupation, caste and education entries, more especially the first.
(*c*) The *shape* of the schedule. The alternative to separate leaves, to be stitched up when returned by the enumerator and checked by his house-register, is some kind of book for each block. In some cases the headings were repeated on each page; in others they were pasted on the cover at the beginning of the book, the inner sheets being stitched below, having only the column spaces printed on each page. If the block-book form be recommended, several details require settlement. The material of the cover, and whether the description and number should be printed on it, or on a label to be affixed after issue. Whether the book should be made of fixed size at the press, or stitched up at the head-quarters of the Census-Charge, in accordance with the requirements indicated by the circle register, &c.
(*d*) The *headings* of the schedule. Whether it is advisable to print these in polyglott, where the vernaculars are written in the same direction, or to have separate issues for each tongue, the question being one of printing and supply. Again, if in polyglott, the headings will have to be restricted to the most terse phraseology, and everything in the way of instruction relegated to the separate sheet which accompanies the schedule or block-book. The question remains, how far this latter course is safe or desirable.
(*e*) The *printing* of the schedule. How far each Province can arrange for its own supply locally, whether in the way of material or printing. If local resources are inadequate, the means of procuring the supply from other Provinces should be considered.
(*f*) How far the issue of *private schedules* should be extended, with the form of such schedules and of those to be used for the enumeration of travellers and of vessels and boats.

Finally, where the block-book system is adopted, how can the house-register instructions and specimen-schedule be best combined with it.

10. The date at which schedules should be printed, distributed, and issusd to enumerators.

[*The estimates of number were generally below the reality in 1881. There is now, however, a record of the issues, and for convenience of press-work, it is desirable to settle beforehand, as far as possible, the amount of material required, and of printing of each sort to be done. The pressure of work in the Central Press probably occurs at a different time in each Province, and allowance can be made, as far as possible, for this. The question is, at what period should estimates be called for from the districts, and printing begin? Again, what are the most advantageous arrangements to be made in each Province for the storage of schedules after distribution from the press and before issue to the circle or block officers? There remains, too, for settlement, the printing of subsidiary forms connected with the enumeration, such as certificates of appointment, tickets of enumeration, &c., all of which should be undertaken well beforehand.*]

11. The Preliminary Record of entries in the schedule.

(*a*) At what interval before the Census should this be begun, with due regard for minute scrutiny, as well as for the least possible need for alteration on the census day?

(*b*) What general rule should be issued with regard to the entry of visitors at a house, and other temporary sojourners, and about habitable buildings unoccupied at the time of record?

(*c*) The agency ordinarily employed on this record seems to have been the village accountant in rural tracts, and the ordinary staff in municipalities, but the procedure where such agency is not available should be considered.

(*d*) The manner of recruiting and of the instruction of both supervisors and enumerators is included in most of the sets of rules of 1881; it will be considered if experience has shown any modification to be advisable in each Province, with the object of obviating the need of special instructions late in the proceedings.

(*e*) Special arrangements for large towns and for residents within Railway limits seems necessary.

12. Arrangements at the Census.

(*a*) Provision of additional enumerators and supervisors. For the officials deputed, proposals that may be submitted to the Local Governments and Administrations should be drafted.

(*b*) Provision of coloured ink, lights, &c.

(*c*) Arrangements for showing the additional enumerators round their blocks.

(*d*) Instructions to supervisors as to the test they should take of the enumerators' book.

(*e*) Provisions for the visitation of out-lying places and tracts.

(*f*) Time at which the Census should be taken.

13. Collection of schedules, &c., after the Census.

(*a*) Supervisor's arrangements for scrutiny and local inquiry.

(*b*) The nature and extent of the abstract of results to be required from the enumerators at the time of delivery of schedules, and the tests of the same.

(*c*) Check on the number of schedules issued and returned, collection of travellers and seafarers' schedules, packing and indexing, transmission to charge-centre.

(*d*) Compilation of the preliminary abstracts at charge and district centres.

(*e*) Special arrangements for testing and correcting schedules for cantonments, railway-premises, plantations, public institutions, &c.

14. Preparations for abstraction and tabulation.

(*a*) *Form of working-sheets.*—Some modifications in those of 1881 will be advisable, and in some respects the changes will depend on alterations in the schedule. The system of abstraction followed will also entail some modification in the form of sheets used for abstracting from the schedules, and each sheet will have to be separately considered.

(*b*) *Printing off the working-sheets.*—The date by which this should be completed is a question for decision in connection with the printing of schedules and subsidiary forms for the enumeration.

[*The essential point is that all should be ready for the abstracting establishment to start ork immediately after the Census, and that they should never run short of the prescribed forms. t is equally necessary that these forms should be prescribed in full detail once for all, and not equire modification after work has begun.*]

(*c*) *Tabulation forms and Village Registers.*—It is a question whether these should not be supplied along with the working sheets, if possible, at least in the larger Provinces. The forms will follow the returns adopted for the final Imperial or Provincial compilation respectively, and it should be discussed how best to work up to them. As regards village-registers, the Conference might consider the statistics that are most useful from an administrative point of view for a unit like that of a village, and propose a special register containing those statistics, whether the general tabulation forms are kept by villages or only by blocks. A form for use in revising the Provincial Gazetteer may also be considered.

15. System and procedure of Abstraction.

(*a*) The main question with regard to the former which has been suggested in the reports of 1881 is the relative degree to which in different Provinces decentralisation of the work of abstraction can safely be carried The respective advantages and dangers will be considered, of (*a*) a single central office, (*b*) divisional offices, (*c*) district offices, and (*d*) individual work at subdivisional head-quarters, all of which, except the last, have been tried, whilst the last has been mentioned with approval. In some Provinces probably the system of 1881 will be found the most suitable under certain additional safeguards. In connection with all systems, alike, will be discussed the question of classification, and how far this operation must inevitably be centralised, under the immediate control of the Provincial Superintendent, at least in the case of occupation, caste, language and birthplace.

(*b*) Amongst questions of detail, one of the most important mentioned in 1881 is the extent to which the silent and the dictating methods of abstraction should respectively be employed, and this will be considered, and recommendations made. The form of working-sheet will follow, to some extent, the system adopted.

(*c*) The organization of the abstracting establishment can also be discussed in connection with certain points, such as the use of a preparatory branch and the detail of tests to be provided in the working sheets. The reports for Madras and the Punjab can be consulted on these questions with advantage.

16. *Tabulation and Compilation.*—The rules on these points are comparatively simple if the system of abstraction has been satisfactorily arranged.

(*a*) As regards tabulation, the main questions are those of check on the copying and addition.

(*b*) In compilation the Conference will consider the stage in the proceedings at which the combination of caste, names and occupation entries can safely begin, after initial abstraction of everything set down, and as set down in the schedules. The question of classification of castes and occupations and of grouping of names of birthplaces and language is rather a statistical than an administrative question, and has, therefore, found place above. The point for consideration in connection with the actual operations is in what shape should the abstracted results reach the Central Census office, and, as regards caste and occupation, in what manner can the local knowledge of the district officers be utilised in explanations to the best advantage.

17. *Collateral statistics of the agricultural population in connection with cultivation,* and the form in which this should be shown, though not a subject directly connected with the Census, will be discussed, if the returns be again thought necessary.

18. *Census Legislation.*—Where any special mention of the point is made in the reports of 1881, the opinion of the Provincial Superintendent is uniformly in favor of legislation in connection with the Census. Though action was taken under the penal provisions of Act XIV of 1880 in comparatively few cases, the want of statutory protection would, it is said, have been materially felt in other ways. The ten years that will have elapsed since the last enumeration have not in all probability shown any special reason for modifying that opinion, so the Conference will be asked to suggest such modifications of the former Act as local experience has rendered advisable.

The above specification of what is to be discussed at the Conference, though containing most of the main topics, does not preclude consideration of other subjects which may be suggested between now and December by those to whom this note is circulated. What is aimed at in holding this meeting is a complete scheme of Census operations on general ines for the whole Empire, with special provisions to suit individual Provinces. The Census Commissioner proposes to discuss the latter separately with each of his colleagues of 1881, reserving any points of a general nature for consideration in the Conference.

J. A. BAINES,
Census Commissioner for India.

No. XIII.

SIMLA,
The 29th October 1889.

No. 49.

From—J. P. HEWETT, Esq., Under-Secretary to the Government of India, Home Department,

To—The Census Commissioner for India.

IN reply to your letter No. 4—1889, dated the 8th instant, I am directed to say that the Governor General in Council approves of your proposal to hold a Conference at Agra and of the other proposals summarized in paragraph 11 of your letter Nos. 40 to 48 of this date. I am to enclose for your information copy of a Circular letter to Local Governments and Administrations, asking them to permit the deputation of the officers named in paragraph 10 of your letter and issuing further instructions.

2. With regard to the proposal contained in paragraph 12 of your letter in regard to the expenses to be incurred in connection with the deputation of the officers to the Conference, I am directed to say that the precedent of 1880-81 will be followed so far as is possible, and that a subsequent communication will be addressed to you on this point, and the necessary instructions will be issued to officers of account.*

No. 50.

COPY of correspondence forwarded to the Department of Finance for information and issue of further necessary orders.

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* See No. LVIII.

No. XIV.

SIMLA,

The 10th February 1890

No. 13.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—The Secretary to the Government of India, Home Department.

I HAVE the honour to forward herewith a copy of the proceedings of the Agra Conference of December last, and to request the favour of early orders from the Government regarding the schedule and instructions, as drafted therein.

2. I may fairly state, I think, that on the general lines to be followed in the Census arrangements the Conference was unanimous, though in matters of detail the representative of each Province had to advocate divergence of more or less importance. Uniformity, however, in such variety of circumstances is not to be desired or expected. The main object in view is to decide upon the statistics necessary for imperial purposes, and to see how those statistics can be made, as far as possible, uniform, throughout India.

3. In the matter of statistics, the two most important modifications proposed are (*a*) the separation of caste, &c., from religion, and (*b*) the substitution of the population subsisting by an occupation for that exercising it.

4. As to the former, I have had to defer circulating my proposals for classification till I have disposed of the estimates and the arrangements for printing. My scheme will be drawn up so as to adapt itself, as far as possible, to the social system of each Province, and will also include the nationalities of foreign residents, and the races of Burma and the Eastern Frontier. The classified table will show, accordingly, the whole population ; the main castes under each group will be given individually, followed by a collective entry for the minor castes coming under the group, of which the number of separate items as well as the joint strength will be returned. Where a community is divided into two religious denominations, as the Hindu and Mussulman castes and tribes of Northern India, and the Hindu and Animistic forest tribes everywhere in the continent, the two sections will be separately shown, but under the same main heading, so that the tribal total can be seen at once, without turning to the tables for the two religions. In other respects the distinctions of religion will not be maintained, unless, as in the case of some Native Christians, it forms the only available designation for a class.

5. The second question arises out of the very unsatisfactory results of the Census of 1881 with regard to occupation-statistics. The attempt to obtain a complete return of those who actually do work as distinguished from those who are supported by others, in spite of clear instructions to the Enumerators, notoriously failed, and the highly important question of the relative strength of the agricultural class, for example, was treated on a different basis in each Province. It was accordingly resolved unanimously to propose a return of classes living by each occupation insisting, that is, upon an entry under this head for every persons enumerated, a requirement which can be fulfilled, by dint of timely instruction of the Enumerators, more easily than that under which those officers had to solve questions about the relative independence of the occupations of women and children in the household. I do not pretend to obtain a complete return under this rule since I know of no occupation-return which is complete, but with the help of the abstraction by age-periods the view of the industrial distribution of the community thus given will be more accurate and therefore more useful than that afforded by the tables of 1881. I may add that of all the columns in the schedule this one depends upon the efficient personal instruction given beforehand to the Enumerators by the Supervisors rather than on the printed rules provided in the Block-book.

6. In the general administration of the operations the modification of the greatest importance is made in connection with the preliminary record of entries in the Block-book. It is thought advisable to exclude from this record visitors who may, at the time the Enumerator makes his entries, be stopping in the house on a visit of obviously short duration, such as on the occasion of a

marriage or other domestic ceremonial, or a fair or pilgrimage. Such visits are likely to be frequent in the month of January, when the record is to be made in rural circles, and it seemed to us worth while to save the trouble of recording numbers of entries which would only be erased at the Census with the possibility in the case of a lazy or careless Enumerator, of their not being cancelled at all. On the other hand it was urged (for there was a minority in favour of the rule of registering the population *de facto* on both occasions) that the trouble of erasing is comparatively slight whilst the discretion left to the Enumerator in omitting these entries might be abused. It will be noticed, however, that we propose to make the preliminary record one of the population *ordinarily resident* in the house, so that such residents absent merely for a short period would still be entered and struck out at the Census if they have not returned by that date. Another consideration is that throughout the greater part of India this preliminary record will be made by persons residing in or near the place and well acquainted with every household in it, and that, so far from the schedules being written up on a certain date, the Accountant, or corresponding Enumerator, will probably go leisurely round the village in the course, or intervals, of his routine duty, and thus find out pretty accurately the duration of the stay or absence of visitors or residents respectively. I should add that though I personally agree with the opinion of the majority, I am not prepared to impose the course suggested on a Province where there is no resident revenue staff to whom the preliminary record can be entrusted, nor in any case would I leave the discretion to that staff without detailed instructions as to how it is to be exercised.

7. Regarding the definition of a 'house' for Census purposes, I find it useless to attempt uniformity of application, as in the north of India the "Enclosure" must, from the domestic custom of the people, be far more extensively recognised than is necessary or customary in the centre and south. This will be seen, to a certain extent, in the index-figures given in column 4 of Appendix C accompanying my Circular A—1890, on the estimates of Census charges ;* and as the same system of exhibiting the results of this class of statistics will be observed in dealing with the averages of 1891, there will be no reason for attributing to the latter a higher statistical value than they deserve. Flagrant cases of error in the application of the definition such as are mentioned in the North-West Provinces Report of 1881 will on this occasion be duly prevented by special reference being made to them in the circular of instructions to Superintendents and Supervisors ; so that, whilst a certain degree of uniformity will be maintained within the Province, the system of numbering houses will be of administrative rather than of general statistical use.

8. The return of sect was found of little use in 1881 in the case of non-Christian religions ; but in order to (*a*) ensure the complete record of religions, such as Jain and Sikh in some Provinces and (*b*) to prevent confusing the Enumerator of every block with a column that he may not have to fill in for a single person, it is the opinion of some Members of the Conference that whilst the instructions about the sects of Christians should be definite, those for other religions should be in general terms only. In Madras a special rule will, as in 1881, be drafted for Provincial use. The main object of providing this column apart from its connection with the return of Christians, is to avoid the recurrence of the lamentable confusion between caste and sect found in numbers of the Schedules of 1881.

9. As remarked in the proceedings, each Province should draft special instructions for the enumeration of caste, &c., the general rule being that besides the main caste, or tribe, &c., only one sub-head should be required. In many cases not even this amount of detail need be tabulated, but for the larger, or more widely-spread castes, it is essential.

10. For Infirmities a quinquennial tabulation seems desirable, as it affords means for re-grouping as required. For the sake of comparison with the returns of last Census, we have retained the classification by religion, but for any other purpose it is not in our opinion required. Personally I would recommend abstracting by age, irrespective of religion, and comparing the decennial variation by that feature alone, which would also give for each infirmity the vital statistics required. I would then add a supplementary abstraction by caste,

* See No. LV.

tribe, or nationality, without age-detail, to show the relative prevalence of each infirmity in different sections of the community. As the castes, &c., would be classified in accordance with the scheme adopted for the general caste return, the results would be on a uniform basis for each Province, and comparison for the whole country rendered possible.

11. The Instructions, as a whole, are doubtless, too long for the average Enumerator, and Provincial Superintendents will be able to transfer a good deal to the Code for Supervisors.

12. A night Census is recommended for all tracts in which the Blocks can be easily compassed after dark. Forest tracts and the open plains of Sindh and parts of the Panjáb must be enumerated, as in 1881, in the day time. It is represented that in Madras the enumeration on the morning following the night fixed for the Census was facilitated by the very general compliance of the population with the official invitation to stop at home till the visit of the Enumerator had taken place. The Local Government is necessarily in the best position to judge of the accuracy of the enumeration taken in the above circumstances, and is prepared, I understand, to reduce the size of its Blocks and Circles to render the task easier and supervision more close. On the other hand, presumption and the experience of other countries are in favour of the night Census. The date proposed appears suitable, and though the day of the week is unfavourable for a majority of the population in the Punjab, the interval between it and the full moon makes it better adapted than an earlier date to the movements of the Hindus, who are thus allowed three clear days to get home from their religious gatherings.

13. As soon as the form of Schedule has been authoritatively settled, and the instructions generally approved, it is advisable to have them translated into the vernaculars without delay. Beyond this I need not enter into details for the purpose of the present communication.

In concluding, I must acknowledge gratefully the valuable suggestions and criticism of my colleagues, which have solved many of the difficulties with which I should otherwise have had to deal unaided by their varied experience.

No. XV.

(Enclosure.)

PROCEEDINGS AT THE AGRA CONFERENCE.

(17th—27th December 1889.)

The following late Superintendents of Census were present:

J. A. BAINES, Census Commissioner for India, late Superintendent of Census for Bombay.

HON'BLE E. WHITE, Director of Public Instruction, North-Western Provinces and Oudh, late Superintendent of Census for those Provinces.

D. C. J. IBBETSON, Deputy Commissioner, Gujranwala, late Superintendent of Census for the Panjáb.

J. A. BOURDILLON, Collector and Magistrate, Sáran, late Superintendent of Census for Bengal.

T. DRYSDALE, Deputy Commissioner, Bálaghát, late Superintendent of Census for the Central Provinces.

F. S. COPLESTON, Deputy Commissioner, Mingyan, late Superintendent of Census for Lower Burma.

E. J. KITTS, District Judge, Jaunpur, late Superintendent of Census for Berar.

Messrs. W. W. Drew, Assistant Collector, Bijapur, and H. A. Stuart, Under-Secretary to Government, who are nominated as Superintendents of Census Operations in 1890 for Bombay and Madras respectively, also attended the Conference.

SUBJECT I.—*The Enumeration Schedule.*

(*a*) The schedule of 1881 was found inconvenient in respect to the combination of religious and social subdivisions in one column, so it is considered advisable to obviate the chance of the recurrence of the confusion that was experienced in 1881 by keeping the two facts entirely distinct. It is proposed,

accordingly, to subdivide the column for religion into two—one for the main religion; the other for the sect of that religion. Similarly, with regard to social classes, whether caste, tribe, or race, two columns are provided—the first for the main class; the second for its subdivision.

(*b*) A column has been added under the main head of 'Instruction' to meet a special requirement, namely, a record of any foreign language known by those who have returned themselves as literate in the preceding column.

(*c*) It is considered advisable to avoid footnotes or explanations on the schedule itself, but where the entry to be made consists of one of several fixed terms, it is proposed to include in the respective column-headings all of those terms, leaving, except in the case of infirmities, explanation to the instructions which form a part of each block-book, or which are to be printed on the reverse of schedules issued for independent return. For infirmities the experience of 1881 suggests a special heading to indicate that this column is not to be filled up for each individual, and that the special infirmity should be entered in accordance with the instructions.

(*d*) The arrangement of the columns has been modified in some respects for the convenience of the abstractors.*

(*e*) With regard to the column for sect, its use is considered necessary, as a rule, in connection with Christians only. In Madras, however, where, at all events in the case of Hindus, the distinctions are more generally recognised, and therefore more accurately returned, than in other Provinces, it will be filled up for all religions, and to prevent confusing the enumerators, as well as to help in a complete return of Jains, Brahmos, &c., it is left for such entries as may be obtained under this head, elsewhere. The return of Mussulman sects was found incomplete and of no practical utility in 1881, nor is it considered worth while to endeavour to obtain a return of the more emphatically theological schools or sects of that religion. The sectarian distinctions amongst the Parsis are of scarcely any significance; and as to the Sikhs, it is considered that in the Province where they are most numerous, the greater part of those returning themselves under this religion will be of a single sect.

(*f*) The heading 'caste' and its subdivision should be understood to include 'tribe' where necessary, as in parts of the Panjáb, and 'nationality' in the case of Christians and foreigners of races not recognising caste or tribal distinctions, as well as certain communities in Burma.

(*g*) For Burma a return of 'habitual residence' has been proposed, for which, however, a special column need not be added, as the prescribed form will probably admit of the inclusion of this information beneath the names of the persons enumerated.

(*h*) The heading "occupation" will receive notice below in connection with the instructions to enumerators.

(*i*) The general opinion of Census officers is in favour of the book-form of schedule with the details necessary for identification printed on the cover. The additional space required for the subdivisons of columns can be well provided by the use of one-third sheet royal paper, printed on both sides, cross-ruled at three-quarter inch intervals, and stitched down the middle.† The members of the Conference are almost unanimous in recommending the use of separate paging for each house, or 3,000 schedules per ream of paper. The latter may be of the same quality as in 1881 (unbleached royal at about 20 lbs. to the ream of 500 sheets), which was found on the whole satisfactory. The enumeration-books should be prepared at the Press, the number of sheets which should form the standard books being fixed by the Provincial Superintendent, and should be distributed with a liberal allowance of loose-sheets, in such manner as he may direct. The use of polyglott headings and inner-sheets without headings is not recommended, as the chance of confusion and misplacing of sheets outweighs the advantage gained in saving of material and convenience of distribution.

(*j*) As regards the use of private schedules, experience dictates the restriction of such a privilege to the narrowest possible limits, discretion on this point

* A specimen schedule of the standard size was appended (not reprinted), and the two schedules are shown for the sake of comparison on page 62.

† This provision was found unnecessary.

being left to the district officers concerned. The late Census officers unanimously record their opinion that such schedules are, as a rule, incorrectly filled in, and have to be returned for revision after the Census. In cases where they cannot be avoided, special measures for supervision are recommended.

Subject II.—The Imperial Tables.

(*a*) A complete series of the statistics recommended for Imperial purposes, based on the tables of 1881, are appended.* In these tables it is proposed to incorporate actual figures only, and to leave proportional reductions to the reports. The ratios and averages required for Imperial purposes will be prescribed by the Census Commissioner in due course of time, and each Provincial Superintendent has full discretion in adding others which he may find throw light upon his statistics.

(*b*) The following are the titles of the tables in question, the sexes being distinguished in all but Nos. III and IV:

I.—Area, houses and population.
II.—Variations in population since last Census.
III.—Towns and villages classified according to population.
IV.—Towns arranged according to population.
V.—Towns arranged territorially.
VI.—Religions.
VII.—Religions by age.
VIII.—Religions by civil condition and age.
IX.—Religions by education and age.
X.—Language.
XI.—Birthplace.
XII.—Insane by age and religion.†
XIII.—Deaf-mutes by age and religion.†
XIV.—Blind by age and religion.†
XV.—Lepers by age and religion.†
XVI.—Classified statement of castes, tribes, and races.
XVII.—Classified statement of occupations, rural and urban, by age.

Supplementary Tables.

A.—Christians by race and sect.
B.—Christians and Non-Asiatic foreigners by race and age.‡
C.—Literate persons by foreign§ languages known.
D.—Agricultural distribution of population, land, and land revenue.

(*c*) The classification of social subdivisions was discussed, but it was not found practicable to frame out of hand a satisfactory scheme of grouping. The Census Commissioner, therefore, will draw up a scheme on which the opinions of the other members of the Conference will be recorded, and which will be finally submitted to Government for sanction apart from the rest of the subjects discussed.

(*d*) The same course is found necessary as regards the classification of occupations, since the scheme adopted in 1881 has been found very inadequate to show the general distribution of professions, trades, and industries in India.

(*e*) In pursuance of the general plan of relegating proportional figures to separate tables, a portion of Table I of 1881 and the whole of Table IV of that series have been omitted. Table V also is considered superfluous, as the total number of each condition being given in the first part of (proposed) Table VIII (Civil condition by age for all religions), no special independent record of that fact is required. It is also convenient to combine the two tables of birthplaces (X and XI of 1881) into a single form, which will show, first, the total number returned under each place, and then the distribution of that number by provinces or districts, as the case may be, as was done in the Bombay table for 1881.

(*f*) The serial arrangement of the tables follows generally the course of abstraction and tabulation. The population by sexes and the number of houses,

* These have not been reprinted here as they will be found in their finally sanctioned form on page 83 below.
† Religion has been omitted from the finally adopted tables.
‡ See No. XVIII on page 93.
§ The word "Foreign" has been omitted.

towns, and villages are first compiled, the distribution by religion for the latter columns of Table V being filled in later than the rest. Tables VI, VII, and VIII are obtained from a single abstraction sheet; Table IX from a second, X and XI from two more, and XII to XV from a fifth. The last two (XVI and XVII) are so placed in consequence of the protracted tabulation and preliminary classification required. Supplementary Tables A and B entail a separate abstraction whilst C and D will also be independently prepared. The object of the proposed arrangement is to save time in compilation and to liberate type as quickly as possible for subsequent tables.

(*g*) The Agricultural Table (D) will stand as in 1881, the column relating to rent being left blank in cases where the information does not appear in the Revenue records of the Province.

(*h*) Languages returned by an insignificant proportion of the population in any Province will be separately abstracted and tabulated, but shown in the Provincial Table X under the heading of 'others' in territorial detail; but the number returning each language will be communicated to the Census Commissioner for the Imperial compilation.

(*i*) The scope of Table XVII has been enlarged after considerable discussion, as will be mentioned below. It is only necessary to point out here that the Imperial table will distinguish the rural population from the urban, following the classification of Tables I, IV, and V, and, for reasons which will appear hereafter, the infant and juvenile population will be shown separate from the rest. It does not appear advisable to split up this table into subdivisions for males and females separately, since, though bulky, it can be arranged to show the statistical facts as a whole in little more space than was occupied by the two tables of 1881, whilst, under the scheme of tabulation proposed below, it will be obviously more useful to have the totals of both sexes in one place. A supplementary table, which does not form part of the general scheme, will probably be found advisable for details of occupations in an aggregate of selected cities, in contradistinction to the population coming under the head of urban in the general returns. Regarding this, however, the Census Commissioner can make arrangements during the abstraction, as the general tabulation will not be affected by the distinction to be thus drawn. Similarly, a table subsidiary to the main occupation return will show the occupations included in the latter which are returned in conjunction with some form of agriculture.

(*j*) The infirmity tables should, for the sake of comparison with the returns of 1881, be framed according to religions,* and the age-periods for each should be decided by the Census Commissioner in consultation with the Medical and Sanitary authorities with the Government of India. It appears, however, that in the case of leprosy and insanity at least, if not in that of the two others, the social position† of the persons afflicted is of more importance from a sanitary standpoint than a classification of so comprehensive a character as that by religion; and as the items to be abstracted are comparatively simple, a specification of caste is by some of the members of the Conference considered advisable, and will be recommended to the Provincial Governments in question. It is left an open question whether it may not be worth while to compare the results in the different provinces in the light of a classification of social divisions, such as a caste, &c., which will be uniform for all.

Quinquennial periods have been recommended.

(*k*) In Table VIII (Civil condition) it is proposed to continue the tabulation of ages by quinquennial periods beyond the limit adopted in 1881, which was 29 years, as for statistical purposes it will probably be worth while to regroup the ages by the odd multiples of five in order to neutralise to some extent the undue preponderance of returns of the even multiples.

(*l*) Age periods have been introduced into the Education table (IX) in order to show the prevalence of instruction at and after the school-going periods which relate to primary and to secondary education respectively. It may be mentioned in connection with his addition that in 1881 the information in question was abstracted as a test of correct age return, but, except in a few instances, was not put to any further use. The age-periods in Table VII (Religion

* This proposal was abandoned.
† That is, caste, &c.

by age) are those of 1881, which are in accordance with the standard adopted in most countries.

(*m*) On discussing the definition of a house for the purpose of the Census, it was found that, looking at the extreme variety of dwellings prevalent in India, the only use made of the return in the tables was of insignificant statistical value. For administrative purposes the Conference recommend the definition of 1881, in which the leading feature is the existence of an independent entrance from the common way. Special cases of common occurrence, such as are found in every Province, must be met by special mention in the instructions to the agency employed to register and number the buildings. This proviso appears to be of more importance in Northern India, in the eastern portions of the Central Provinces, and in all large towns, than in the rural tracts of Central and Southern India. The return of occupied houses is on the above considerations retained in Table I, but no mention is required of the number of buildings found unoccupied at the time of the Census. .The definition published for the guidance of supervising officers will be—" The dwelling-place of one or more families with their resident servants, having a separate principal entrance from the common " way." For enumeration purposes it will remain, as before, " a building having a separate number affixed to it," and, as such, it will appear in the preliminary returns under the heading of occupied or unoccupied respectively.

(*n*) The Conference does not consider it necessary to deal with the tabulation of British-born Europeans, as the question is one for decision by the Government of India in consultation with the authorities in charge of the Census of the United Kingdom.

(*o*) The instructions provide for the distinction between permanent and temporary residents in each unit of enumeration; and as this information is only of use when tabulated by villages and towns, it needs no table in the general series. Nor is a general return of families or tenements required, each Province dealing with this matter independently.

(*p*) It is not considered desirable to draft a complete form of Subdivisional register for general use. Each Province will accordingly frame in detail the Census form it considers most useful for current administrative purposes..

Subject III.—Instructions to Enumerators.

(*a*) The standard instructions to enumerators now proposed are shown below, along with those of 1881. It is thought advisable to leave discretion to Provincial Superintendents to transfer portions of the directions to the Code for Supervisors, in order to facilitate the work of the enumerators, where possible, and in any case, the latter are presumed to be largely instructed orally or by example selected on the spot, and in many cases the preliminary record will be prepared by men who will be appointed supervisors at the actual Census:

Instructions of 1881.	Instructions proposed for 1891.*
A.—Preliminary record of entries.	*A.—Preliminary record of entries.*
1. Beginning from the of January 1881, you will enter in this book all the people living in your block.* If there is not room for all in this book, another will be given you.	1. Beginning from the of 1891, you will visit every house in your block to which a separate number has been affixed in the order in which they are entered in the list at the end of your book of forms, and enter in the forms, in the manner prescribed below, all persons residing in those houses. You must use black ink, and write very distinctly in the character you know best. [You will not enter the inmates of any houses for which, according to the note in the above mentioned house list, a separate schedule will be issued.]
[* Note.—*Where any householders fill up their own schedules*, add "*except those who will be scheduled on separate forms by heads of houses themselves.*"]	
2. You must write very distinctly in the language you know best, and in black ink.	2. You will take a fresh page for each house, and use a line for each person in that house. If one page will not contain the number of persons living there, you should

* *For* the standard instructions *finally* published, see page 79.

3. By "house" you will understand a building to which a separate number has been affixed.

4. You will take a fresh page for each house. If one page will not contain the names and particulars of all the inmates of a house, they should be continued on the next page; but the names and particulars of the inmates of a fresh house must not be begun in the middle of a page.

5. The first person entered in each house should be the head of the house, whether male or female. Visitors and others who may be expected to be absent at the final Census should be entered after the list of the permanent residents has been completed.

6. You will enter all persons living in or taking their meals from the house at the time when the form is filled up. You will not enter any persons absent on journeys or temporarily residing elsewhere; but you will enter persons who are sleeping outside or are out of doors, fishing or working in the fields, or watching the crops, or, like yourself, away from home for some hours on Government business.

7. *Column 1.*—In filling up this column you should enter a separate number for any female whose name is not given, as well as for each other inmate of the house.

8. *Column 2.*—Enter the names of all males in full. Enter also the names of females, if given; but if there is any objection to telling the names of females, enter the word 'female' in column 2, and fill in all other particulars as usual in the remaining columns.

12. *Column 6.*—Here enter the main religious denomination to which each person belongs, as Hindu, Muhammadan, Christian, Sikh, Jain, Brahmo or other religious division of Hindus not mentioned above, Budhist, Jew, Parsi. If a person belongs to some aboriginal or non-Hindu tribe, enter the name of his tribe, as Garo, Khasia, &c.

13. *Column 7.*—In the case of Hindus, here enter the caste, as Brahman, Rajput, &c. If the name of the subdivision of the caste is entered, you must also enter the general name of the caste as a whole. In the case of Mussalmans, state whether they are Shiahs, Sunnis, Farázis, or Wahábis.

continue the entries on the next page, repeating at the top of that page the number of the house, and adding in brackets the word 'continued.' You should not begin to enter the particulars regarding a fresh house in the middle of a page, but leave the unused lines blank.

3. If a house be found unoccupied, you should write the word 'empty' on the first line of the form. If an entry for any person is the same as that for the person entered on the line above, you must write it again in full, and never enter the word 'ditto' or make a dot.

4. You should enter in the form all persons ordinarily living in or taking their meals from each house at the time you visit it, even though any of those persons may be temporarily absent from home for a short time, or out in the fields, or fishing, &c. You should then enter the visitors, if any, in the house, but not such as will not be stopping there on the 26th of February. In the case of dharmshalas or sarais, &c., you should enter on this occasion only the persons who ordinarily live there, not travellers merely passing a day or night in the building.

5. *Column 1.* (NAME AND SERIAL NUMBER OF EACH PERSON).—The first person entered in each house should be the head of the house, whether male or female; next the other members of the family; then the resident servants, if any; and after these visitors or other temporary residents, after the name of each of whom the word 'visitor' should be entered in brackets. If there be any objection made to giving the name of a female, you should write the word 'female' in this column [adding her relationship to some member of the household, and] filling in all the particulars in the remaining columns as usual. If an infant has not yet been named, enter the word 'infant.' You are not to insist upon any female giving her name or that of her husband. A few lines should be left blank at the end of the entries of each house in case names have to be added at the time of the Census on the 26th of February. The serial number is not to be entered until that date.

Optional.

6. *Column 2.* (RELIGION).—Here enter the main religion to which each person states that he or she belongs, as Hindu, Mussalman, Christian, Jain, Sikh, Brahmo, Buddhist, Parsi, Jew, &c. Forest tribes who do not profess the Hindu, Mussalman, Christian, or any other of the above mentioned forms of religion should be entered in this column under the name of their tribe, as ....., &c. [Persons of the lower classes, such as....., &c., and all others should be entered according to the religion to which they state they belong, whatever it may be, and you are not to dispute their assertion.]

7. *Column 3.* (SECT).—Enter in this column the religious sects of Christians, such as..... .....&c. [and the section of persons of other religions as they may return them].

8. *Column 4.* (CASTE, TRIBE OR RACE).—In the case of Hindus, enter here the main

Christians, should be shown as members of the Church of England, Roman Catholics, Presbyterians, Baptists, Wesleyans; Armenians as belonging to the Greek or Syrian rite, or, if not belonging to any of these denominations, under the general head of 'others.'

10. *Column 4.*—Enter the proper sex in all cases, whether or no you have written female instead of the name in column 2.

11. *Column 5.*—In the case of infants under one year of age, enter the age in months, writing the word 'month' after the number. In all other cases enter the number of years of age attained on the last birthday. If any person is unable to state his or her age precisely, do not leave column 5 blank, but fill it up with as much accuracy as you can from your own observation, if the person is before you, or after enquiry from the other inmates of the house. You are forbidden to ask to see any female who is not voluntarily produced before you.

9. *Column 3.*—Young boys and girls who may have been married should be entered as married, even though they may not have actually begun to live with their wives or husbands. A male or female whose first wife or husband has died should be entered as widower or widow, unless he or she has married again, in which case he or she is to be entered as married.

14. *Column 8.*—'Mother-tongue' means the language ordinarily spoken in the household of each person's parents; whether or no it be that of the locality in which he or she is residing at the time of the Census.*

[**NOTE.*—*"If the father and mother speak different languages, both should be entered." This is to be added only in localities where it is likely to be required—e. g., British Burma.*]

caste, as Brahman, Rajput.....&c. For Mussalmans, enter the tribe, as Pathán, Borah, Mapla....., &c. Enter the tribe of Forest races as....., &c. In the case of Christians, enter the race, as Native (*Indian*), Eurasian or European (*Foreign*). For Budhists, Jews, and others not mentioned above, enter the race, as..... . General terms, such as ....., must in no case be entered.

[*NOTE.—This paragraph mut be especially drafted to suit each Province, the above being taken as the framework.*]

9. *Column 5.* (SUB-DIVISION OF CASTE, TRIBE OR RACE).—If the entry in column 7 be Brahman, enter here whether Saraswat, Nagar, Deshasth, ..., &c. For Mussalmans show whether ..... . Native (*Indian*) Christians who return caste or race names, such as Portuguese, Fisher, Koli, Shanar, ..., &c., should have those names entered. For others you should enter the tribe or caste of origin, as ....., &c. Foreign (*European*) Christians should state their nationality, as English, Irish, American, Armenian, German, Greek ....., &c.

[*NOTE.—This paragraph will necessarily follow the general lines of the one preceding it.*]

10. *Column 6.* (SEX).—Enter 'male' or 'female' against each entry, even though the word 'female' has been already written in column 1.

11. *Column 7.* (AGE).—Enter the number of years each person has completed, not the current year.* Against the entry of infants of less than one year old, write in this column the word 'infant.' If any one cannot state the age exactly, you should make enquiries from other members of the household, or guess the age from the person's appearance, if he or she be present, or refer to some well-known event of local importance by which the year of birth can be fixed. You are not to ask to see any female who is not voluntarily produced before you.

[**NOTE.—In the Punjab the instructions required are said to be the reverse of the above,* viz., *the current, not the completed, year is to be called for. In the rest of India it is agreed that the age returned is commonly given in completed years.*]

12. *Column 8.* (MARRIAGE, &C.).—In this column enter against each person's name whether he or she is married, unmarried, or widowed. Children who have been married should be entered as married, even though they may not have actually begun to live with their wives or husbands. Persons who have been married, but have no husband or wife living, should be entered as widows or widowers. The information given by the persons themselves, or, in the case of children, by their parents, must be accepted without question, and recorded accordingly.

13. *Column 9.* (PARENT-TONGUE).—Enter here the language which each person returns as ordinarily spoken in the household of his or her parents.

[*NOTE.—The double return for Burma is no longer required there.*]

15. *Column 9.*—Here enter the name of the district where the person was born, and add the name of the Province if he or she was not born in the Province in which his or her name is recorded. If the person was born out of India, the country will be named. No further detail is needed.

16. *Column 10.*—Only such persons are to be shown in this column as actually do work contributing to the family income. Mere employment in such domestic occupations as spinning will not entitle women to be shown in this column unless the produce of their labour is regularly brought to market. When a person has two or more occupations, he should be entered as following the occupation whence his income is chiefly derived (*but if he combines agriculture with any other profession or trade, such as that of vakeel or money-lender, carpenter or smith, both occupations should be shown.*)*

General terms, such as servant, workman, dealer, must not be employed. In each case the specific service or trade in which the person is engaged must be named; *e.g.*, watchman, office-messenger, digger, ploughman, cloth-seller. General expressions, such as *pesha-i-khud*, must not be employed. In every case the occupation must be indicated by the common vernacular term by which it is known, and not by the Persian name; thus, *Kumhár* for potter, not *Kasgar*.

[* NOTE.—*This addition was made after the issue of the general instructions.*]

17. *Column 11.*—Against those under instruction write 'is learning' (*Síkhta*); against those not under instruction, but able to read and write, enter 'knows' (*Jánta*); against those who cannot either read or write, or who can read but cannot write, or can sign their names but cannot read, write 'does not know' (*Nahin Jánta*). Only those should be shown as able to read and write who can do both.

14. *Column 10.* (BIRTHPLACE).—Enter here the district, not the village or subdivision where each person was born; and if not born in the.....Province, add the name of the Province or State. If the person was born out of India, enter only the name of the country, as....., &c.

15. *Column 11.* (OCCUPATION OR MEANS OF SUBSISTENCE).—Enter in this column the occupation, as below prescribed, of all who do work, and, in the case of persons who do no regular work, enter the means whereby they subsist, such as house-rent, pension, &c. For young children, and women who do no work, enter the occupation of those by whom they are supported, but do not leave this column blank for any one. If a person has two or more occupations, enter the chief one only, except in the case of a person who owns or cultivates land in addition to another occupation, when both occupations should be entered, as....., &c. In the case of occupations connected with the land, the nature of the connection with the land must always be entered, as.. ..., &c., and it should be stated in the case of a landowner whether he cultivates himself or rents all his land to tenants. When a person is entered as an agricultural labourer, you should specify whether he is engaged by the year or month, or is a daily field labourer. Women who earn money by independent occupations from their husbands, as by spinning, ricepounding, selling grass, firewood, or cowdung cakes, or who do house work for wages, should be entered under those occupations. If a person makes the articles, which he also sells, you should enter him as 'making and selling such and such goods.' You must not enter general terms, such as servant, labourer, writer, munshi, &c., but must in each case specify the exact service, class of labour and of writing in which the person is engaged, as....., &c. If a person be a shopkeeper, you must mention the class of goods he sells. If a person lives by alms, you should put down whether he is a religious mendicant or an ordinary beggar. When a person is in Government or other service, you should write the word 'Government,' 'Municipal,' &c., after, and not before, the special service; as, '*Clerk, Government; Signaller, Railway; Sweeper, Municipal,*' &c. When a person is temporarily out of employ, his last or usual occupation should be entered.

16. *Column 12.* (AMOUNT OF INSTRUCTION).—Enter against each person in this column whether they are 'learning,' 'literate,' or 'illiterate,' whatever their age and sex may be. Enter as 'learning' all who are under instruction, either at home or at school or college [and who are either being taught to read and write or can do so].† Enter as 'literate' all who are not under instruction, but who can read and write any language whatever. All others, including those who can read but not write, or who can sign their own name but cannot read, should be entered as 'illiterate.'

17. *Column 13.* (FOREIGN LANGUAGE KNOWN).—This column is to be filled up only

† *Proposed for the Panjáb only.*

18. *Column 12.*—Enter as 'lepers' only those who are afflicted with the true or eating leprosy (Juzam). Enter as 'deaf-mutes' only those who have been both deaf and dum from birth. Enter as 'blind' only those who are blind of both eyes.

B.—Final Enumeration.

19. On the February 1881, beginning at P.M., you will take this book with the entries filled in, and visit every house in your block in order.

20. If any persons entered by you in the book are no longer living in or taking their meals from the house, you will score out their names.

21. If any persons not as yet entered by you in this book have arrived or been born in the house, and are at the time of your visit living in or taking their meals from it, you will enter their names with all particulars. The provisions of Rule 6 here apply.

22. Generally you will make such corrections in, and additions to, your entries as for those who have been entered as 'literate' in the column before. If any such person can read and write any language spoken outside India, such as English or Persian, besides his mother-tongue, that language should be entered here.

18. *Column 14.* (INFIRMITIES).—If any person is suffering from one of the four infirmities entered in the heading of this column, enter the name of that infirmity against the person's name. But enter as lepers only those who are afflicted with....., not with only .....; enter as 'deaf mutes' only those who have been both deaf and dumb from birth; and enter as 'blind' only those who are blind of both eyes.

B.—The Census.

19. On the evening of the 26th February 1891, beginning at P.M.,* you will take this book as already filled in, and visit every house in your block in order. You should summon the head of each family residing in the house, read over to him the entries made in the book for his family, strike out those for persons who are absent and enter on the lines left blank full particulars as above prescribed, about any person who is found in the house, and who has not been previously entered, such as guests and infants recently born, or others. You are to enter as present all living in or taking their meals from the house, even though out fishing, watching in the fields or at a shop, or similarly occupied for the night, as prescribed in paragraph 5 above. You must enter the word 'visitor' against the names of all who are not residents of the place. If there be no room left on the form already numbered for the house in question, you should begin a fresh form at the end of your book, entering the number of the house on it and adding the word "continued." You must see before you begin your work that you yourself are duly enumerated in the house at which you are stopping. You must make no alteration whatever in any entry against the name of any person whom you do not strike out as no longer present. When you so strike out an entry, you must draw the red ink line completely through all the entries against that name, and not only through column 1.

* NOTE.—In Madras and the Hill tracts of the Central Provinces, the Census is recommended for the morning following the night appointed for the enumeration of the rest of India.†

20. Whilst going over your block, you must visit every house marked 'empty' at the previous visit in order to see whether any person may be now living there. After thus visiting all the dwelling-houses, you will go to the dharmshalas, sarais, or other resting-places for travellers, and landing-places, if any, and enter full particulars about the wayfarers, pilgrims, and others who may be putting up there; and also strike out all the entries for persons no longer there. You should ascertain from the [village watch-men or other] local Police authorities whether any wandering tribes, such as ....., &c., have encamped within your block; and if there are any such, you should go to their pitching ground and enumerate them. For entries and erasures made on the night of

† Subsequently the Census by night was prescribed for Madras by the Local Government.

will put them in accord with the facts on the night of final enumeration.

23. All additions and corrections must be made in red ink.

24. When you have done what is above prescribed, you will go to the encamping grounds, if any, in your block, and count the travellers there, and also any pilgrims or travellers by road (but not by rail) or others passing the night on the roads within your block. For these persons there will be no house number and no number in column 1. You should state that they are travellers, but should enter in your book all the usual particulars regarding them.

25. You are not to persist in enquiring the name of any female, if there be any objection to giving it, or to ask for any information not required for the purposes of the Census—as, for instance, the amount of any person's income; but all persons are bound to give you such information as will enable you to fill up this book of forms. Any enumerator detected in extorting money on any pretext connected with the Census renders himself liable to be punished under the Penal Code.

the 26th February you must use red ink only. Finally, if any person in your block has been given a private schedule, you should go to his house the next morning and collect it. After satisfying yourself that the entries in it are in accordance with the rules above given, you should stitch or pin it into your book with the rest.

21. After your work has been examined by the Supervisor of the circle, you will prepare, according to his directions, the short abstract at the end of your block-book, and have it tested and certified before you give it up to him.

22. According to the Census Act every person is legally bound to furnish you with such information as is necessary for the complete and accurate filling up the schedule; but you are forbidden to ask for any information notr equired for the purposes of the Census—as, for instance, the amount of any person's income. Any enumerator detected in extorting money on any pretext connected with the Census renders himself liable to punishment under the Census Act or under the Penal Code.

(*b*) The first variation of importance is the omission to prescribe the entry of temporary visitors, whilst the entry is prescribed of permanent residents temporarily absent (*paragraph 4*). This change is calculated to relieve the enumerator of much writing and erasure on the Census night, while it does not appear to Census officers to endanger the accuracy of the enumeration. As will appear later on in these proceedings, it is proposed to begin the preliminary record as near the date of revision as is compatible with sufficient check and correction; but the movement of the population for fairs, pilgrimages, and weddings in January and February is considerable, and as these gatherings last but a few days each, the temporary population of a block varies a good deal in the interval between filling in the habitual residents and bringing the record up to date. On this consideration the change is recommended. The rest of the additions are dictated by experience of shortcomings in practice amongst enumerators, and need no explanation.

(*c*) In *paragraph 11* the change from 'age in months' to a word 'infant' is made on account of slips which occurred in abstraction, the word 'months' having escaped notice, and the figures having been entered accordingly as those of years. The note regarding the usage in the Punjab explains itself. The abstracted results will be brought into accord with those of other Provinces by shifting back the figures one year in the Tabulation-Register.

(*d*) *Paragraph 7.*—As has been already remarked, *sect* is not considered necessary in the case of Hindus and other indigenous religions, but it is advisable to obtain such information as may be available to avoid confusion in the schedules between sect and religion in some cases.

(*e*) *Paragraphs 8 and 9.*—A standard rule about caste, &c., cannot be satisfactory except on the broadest lines. It seems advisable to obtain in connection with social divisions information as to nationality and race. In this view the instructions are drafted.

(*f*) The instructions regarding the entry of occupations have been discussed at considerable length, and the Census officers are unanimously of opinion that a return of persons *living by* an occupation will be both more accurate and more useful in this country than that of the number *exercising* an occupation. In this latter respect the voluminous returns of 1881 appear lamentably deficient.

The attention of the Conference was especially directed to the paramount importance of a complete return of the agricultural population, togther with a wider recognition of the peculiar distribution of occupation in the village community of the greater part of the continent. It is from this standpoint that the instructions on this subject have been drafted, their greater length being mainly due to the addition of cautions which the results of the abstraction in 1881 prove to be required. The members of the Conference consider this the most important and useful modification they have proposed in the statistical offshoots of the coming Census.

(*g*) The instructions regarding the entry of literary attainments are modified merely to meet certain misapprehensions that were found to have been prevalent in 1881. In one instance the provision now entered [in brackets] affects chiefly the Punjab, where "rote-schools" for Kuran teaching are numerous, so that many boys are under instruction irrespective of the capacity to read and write.

(*h*) The instructions in *paragraph 17* regarding the entry of a foreign language will meet with comment elsewhere.

(*i*) Those regarding infirmities follow the suggestion made in the column heading. Aslight modification with regard to leprosy is inserted to meet the chance of the entry of the skin-disease by misapprehension.

(*j*) The remaining changes are based on what was found to have taken place in 1881 in various Provinces.

(*k*) The preliminary totals in the abstract mentioned in *paragraph 21* of the instructions are required as soon as possible after the enumeration both for general purposes and as a guide in the abstracting offices. It is proposed, therefore, to make the abstract as simple as possible. It will form part of the block-book, but will be removed as soon as the schedules are taken in hand for abstraction. The following heads are recommended as the most practical:

HOUSES	Occupied				1
	Unoccupied				2
			TOTAL		3
PERSONS	Residents	Males			4
		Females			5
		TOTAL			6
	Visitors	Males			7
		Females			8
		TOTAL			9
	Total	Males			10
		Females			11
		TOTAL			12

(*l*) The instructions to supervisors deal chiefly with administrative points, and will thus vary more than those to enumerators according to the circumstances of each Province. No general Code, therefore, has been drafted, but a few main questions are dealt with below.

(*m*) In connection with these instructions, it may be mentioned that the Conference recommended the nomination of European or Eurasian enumerators wherever a large Christian community is resident, to avoid erroneous entries of denomination and race.

Subject IV.—ARRANGEMENTS FOR THE CENSUS.

(*a*) The date proposed for the Census is the night of the 26th February 1891. The moon being full on the 23rd idem, an interval of three days and

two nights is allowed, as in 1881, for the people who have been at full-moon gatherings to return to their homes. The only objection to this date is that it falls on a Thursday, which amongst Mussalmans, especially in the Panjáb, is a favourite day for weddings. This circumstance, however, need not outweigh the convenience of the date in other respects. The interval between the two enumerations will thus be 10·026 years. For Madras, except in the city, the taking of the Census on the morning of the 27th is said to be desirable. The Conference, as a body, merely expresses its preference for a night Census over one the greater portion of which must fall within the working hours of the people.*

(*b*) The registration of houses and the distribution of circles and blocks will be undertaken at different dates in each Province. The record of 1881 will probably be found a sufficient guide in forming charges and rural circles, and the adjustment of blocks be completed concurrently with the registration of houses. It is considered sufficient for the Conference to specify the 1st of October 1890 as the latest date for the commencement of the preparation of the village and block lists of buildings, and the 1st of January 1891 as the latest date by which those lists should be checked and finally completed. In all parts of India, except the north, the work should be taken in hand a good deal earlier than the above dates, and in every case the instructions for the preparation and scrutiny of House Registers and Circle Lists should be drafted as soon as possible after the Provincial Superintendent begins work. The general lines of 1881 are recommended for adoption on the present occasion, due regard being paid to the comparatively earlier completion of the work. The standard block of 60 houses or 300 persons was found a convenient mean on which to work.

(*c*) The printing of the enumeration schedules and instructions should be begun with that of the house registers, both block and circle. Each Province will fix the date for distribution, but the members of the Conference are of opinion that the complete number of books, &c., required should be in the districts by the beginning of October 1890, so that by the 1st January 1891 each enumerator may be furnished with the book for his block ready for immediate use.

(*d*) The preliminary record of entries should, in the opinion of the Conference, be begun in rural circles between the 1st and the 15th January, and completed by the end of that month. In cities it is suggested that this record should be finished by such date as will leave at least seven clear days for examination and check, or between the 1st and the 20th of February.

(*e*) The whole work of test and of correction of schedule-entries should be completed, except in the case of special schedules and public institutions, some time before the revision of the books at the Census itself, so that on the latter occasion the supervisors may devote themselves entirely to seeing that the enumerators are at their work.

(*f*) The working-sheets and compilation forms should be printed and distributed to the abstracting centres by the 1st February 1891, by which date office accommodation, furniture, and stationery should be ready. The record-keepers and superintendents of abstraction previously nominated, under the approval of the Provincial Superintendents of Census, should be at their posts on the 1st March at the latest, and the sooner after the 20th February the better.

(*g*) Special areas should be treated much as in 1881; but as regards Cantonments, the supervision of the district officer should be more closely exercisable than on the last occasion. On the whole the rules should be retained with but slight modification. Special arrangements for the enumeration of Native servants in the households of Europeans or in military limits are recommended as preferable to the inclusion of those classes in the schedules filed up by the head of the house or commanding officers respectively. As regards Railways, in two cases only were the standard instructions disregarded in 1881, and there is no reason to doubt that on this occasion the arrangements will be made in accordance with the uniform system recommended.

(*h*) Forest tracts will be enumerated with less difficulty than in 1881 in most of the Provinces, but in many of them a day Census will be advisable. The

* See note on page 66.

schedule to be used should be the ordinary one prescribed for the rest of the Province; but where it is inadvisable, in the opinion of the Local Government, to ask for the whole of the information provided for, special instructions to leave blank the columns in question will accompany the Block books.

(*i*) *Feudatory States.*—It is believed that in nearly all cases of such States as are in connection with the Local Governments or Administrations represented at the Conference, the full schedule will be accepted, and the Census operations conducted as far as possible in accordance with the system followed in British territory. The Conference does not discuss the procedure in the larger political charges or in other States not included in the local operations of 1881, regarding which the Government of India is understood to be making separate arrangements.

Subject V.—Procedure after the Census.

(*a*) The scrutiny and collection of the schedules by the supervisors is a matter to be dealt with in the Provincial instructions, which will provide for the comparison and registration of every form issued by the Charge-Superintendent for each Circle. The members of the Conference recommend a more uniform and efficient compilation of the totals by sexes mentioned above, and suggest a double and independent totalling of each enumerator's schedules before he is allowed to give up his work. Thus the record of resident and temporary population and of occupied houses as shown in the enumeration book would be accepted as final. These totals, when finally certified, should be carried on to a circle abstract, and sent to the charge centre with the schedule package. When the records have been verified, the circle abstract will be compiled into a summary for the charge, and sent to the subdivisional or district officer, by whom a district total is reached by the same process and communicated to the Provincial Superintendent in anticipation of the transmission of the schedules to the abstracting office.

(*b*) The system of abstraction differs in each of the larger Provinces, and for the smaller areas the central office found efficient in 1881 is again recommended. This subject has been taken up by the Census Commissioner for incorporation in his Provincial Notes, and the Conference only dealt, therefore, with the general procedure and the working-sheets, a set of which, with explanatory notes, is appended to these proceedings.* It is generally agreed that no classification whatever should be left to the discretion of office supervisors, but that alphabetical lists for each district or subdivision of caste, language, birthplace, and occupation should be prepared for disposal by the Provincial Superintendent, in consultation with the district officer on the one hand, and the Census Commissioner on the other.

*Reprinted in the form in which they apply to the tables finally adopted, not as originally drafted.

(*c*) The organization of the abstracting offices, whatever be their number and strength of working establishment, should be completed by the 1st March, whilst the supervising officer and the record-keeper should join before the Census. Office accommodation, furniture, and stationery should necessarily be provided well beforehand, so that gangs of workers may be put under instruction from the date above specified, and the records unpacked, registered, and arranged for abstraction as they are received.

Conclusion.—Matters of general occurrence, as above, were discussed in Conference, whilst details affecting each Province respectively were taken up by the Census Commissioner in consultation with the representative of the Province concerned. Notes based on these consultations do not form part of these proceedings, but will be dealt with independently.

Subject VI.—Legislation.

The Conference consider it desirable that Act XIV of 1880 should be reenacted, and that the opportunity should be taken of incorporating provisions to the following effect in such manner as the Legislative Department may consider most suitable :

(*a*) Under section 3. Persons so appointed Census officers should be legally bound to perform the duties in connection with the Census thereby assigned to them.

(*b*) In section 11, the words "under section seven" should be omitted so as to render it incumbent upon a Census officer to obey any instruction whatever, issued by or under the authority of the Local Government or Administration.

(*c*) Under section 9, it should be made penal to remove or obliterate a number affixed to or painted on the building for the purposes of the Census.

(*d*) In section 5 (last paragraph but one), section 10, last line but one, and line 4 of the next paragraph (*octavo edition*), the words "or taking their meals from" should be interpolated, in accordance with the rules for enumeration, which include such persons amongst those present, for the purposes of the Census.

AGRA, J. A. BAINES,

The 27th December 1889. *Census Commissioner for India.*

A.

Enumeration Schedule of 1881.

(Size varying in each Province.)

Serial number of each inmate.	Name.	Condition—*i.e.*, whether married, unmarried, widow, or widower.	Sex.	Age last birthday.	Religion.	Caste, if Hindu; sect, if of other religion.‖	Mother tongue.	†‡§ Place of birth.	¶ Occupation of men, also of boys and females who may do work.	Education. 1. Under instruction. 2. Not under instruction, but able to read and write. 3. Not under instruction, and not able to read and write.	Infirmities. 1. Unsound mind. 2. Deaf-mutes from birth. 3. Blind. 4. Lepers.
1	2	3	4	5	6	7	8	9	10	11	12

† If a European British subject add "British subject."
‡ If a foreigner, state of what country.
§ If of mixed European and Asiatic parentage, add Eurasian.
‖ In this column such details of tribes, clans, and septs as the Local Government may direct should be introduced.
¶ Boys at schools, girls, small children, and women who perform no regular work should not be shown at all under column 10.

B.

Enumeration Schedule proposed for 1891.

(Uniform size prescribed—20″ × 8½″.*)

Serial number and Name.	Religion.		Caste or Race.		Male or Female.	Age.	Married, single, or widowed.	Parent tongue.	Birth-district or country.	Occupation or means of subsistence.	Instruction.		Note.
	Main religion.	Sect of religion.	Main caste, &c.	Subdivision.							Learning; Knowing; Illiterate.	Foreign language known (if any).	If any be blind, insane, deaf-mute, or a leper, enter the infirmity below.
1	2	3	4	5	6	7	8	9	10	11	12	13	14

* For the Calcutta Press it was found more convenient to print a form 18¼″ × 8½ .

APPENDIX C.

Abstraction or Working Sheets.

Note.—All the following Forms are headed with the district, subdivision (or town), village (or ward) circle and block, to which they relate, and the names of workers with date of abstraction.

SHEET I.

Sex, Age, Religion, and Civil condition (*dictated*).

(Standard size 22" × 14½".)

MALES.

Age.	Religion A.				B.				C.				Total.
	Married.	Single.	Widowed.	Total.	Married.	Single.	Widowed.	Total.	Married.	Single.	Widowed.	Total.	
Infant ...													
1 ...													
2 ...													
3 ...													
4 ...													
0—4 ...													
5—9 ...													
10—14 ...													
15—19 ...													
20—24 ...													
25—29 ...													
30—34 ...													
35—39 ...													
40—44 ...													
45—49 ...													
50—54 ...													
55—59 ...													
60 & over													
Total ...													

FEMALES.

Age.	Religion A.				B.				C.				Total.
	Married.	Single.	Widowed.	Total.	Married.	Single.	Widowed.	Total.	Married.	Single.	Widowed.	Total.	
Infant...													
1 ...													
2 ...													
3 ...													
4 ...													
0—4 ...													
5—9 ...													
10—14...													
15—19...													
20—24...													
25—29...													
30—34...													
35—39...													
40—44...													
45—49...													
50—54...													
55—59...													
60 & over													
Total...													

SHEET II.

Sex, Age, Religion, Education (*dictated*).

(Standard size 14½″ × 11″.)

Males.						Females.					
Religion.	Age.	Learning.	Knowing.	Illiterate.	Total.	Religion.	Age.	Learning.	Knowing.	Illiterate.	Total.
A	0 14					A	0 14				
	15 24						15 24				
	25 and over						25 and over				
	Total ...						Total ...				
B	0 14					B	0 14				
	15 24						15 24				
	25 and over						25 and over				
	Total ...						Total ...				
C	0 14					C	0 14				
	15 24						15 24				
	25 and over						25 and over				
	Total ...						Total ...				
D	0 14					D	0 14				
	15 24						15 24				
	25 and over						25 and over				
	Total ...						Total ...				
Grand Total...						Grand Total...					

SHEET III.

Sex, Age, Occupation (*worked singly*).

(Standard size = 22″ × 14½″.)

MALES							FEMALES.						
Occupation.	Age.					Total.	Occupation.	Age.					Total.
	0—4		5—14		15 and over.			0—4		5—14		15 and over.	
TOTAL ...							TOTAL ..						

SHEET IV.

Sex, Religion, Caste, and Subdivision (*worked singly*).

(Standard size = 14" × 11".)

Males.					Females.	
Religion.	Caste.	Subdivision.		Total.		Total.
Total of Religions, castes and subdivision ...						

SHEET V.

Sex and Parent-tongue (*worked singly*).

(Standard size = 11″ × 9¾″.)

Males.			Females.		
Language.		Total.	Language.		Total.
Total ...			Total ...		

SHEET VI.

Sex and Birthplace (*worked singly*).

(Standard size = 11″ × 9¾″.)

Males.			Females.		
Birthplace.		Total.	Birthplace.		Total.
Total ...			Total ...		

SHEET VII.

Sex, age, caste and Infirmities (*worked singly*).

(Standard size 14½" × 11".)

Males.					Females.					Caste, &c.	Males.				Females.			
Age.	Insane.	Deaf-Mute.	Blind.	Leper.	Age.	Insane.	Deaf-Mute.	Blind.	Leper.		Insane.	Deaf-Mute.	Blind.	Leper.	Insane.	Deaf-Mute.	Blind.	Leper.
0—4					0—4													
5—9					5—9													
10—14					10—14													
15—19					15—19													
20—24					20—24													
25—29					25—29													
30—34					30—34													
35—39					35—39													
40—44					40—44													
45—49					45—49													
50—54					50—54													
55—59					55—59													
60 and over ...					60 and over ...													
Total ...					Total ...					Total ...								

SHEET VIII. (SUPPLEMENTARY.)

CHRISTIANS, SECT, RACE AND SEX (*worked singly.*)

(Standard size 11″ × 9½″.)

Sect.	MALES.				FEMALES.			
	Foreign.	Eurasian.	Native.	Total.	Foreign.	Eurasian.	Native.	Total.
[illegible] TOTAL								

SHEET IX. (SUPPLEMENTARY.)

CHRISTIANS, AGE, RACE AND SEX (*worked singly*).

(Standard size 11″ × 9½″.)

Nationality.	MALES.					FEMALES.				
	0—14	15—34	35—49	50 and over.	Total.	0—14	15—34	35—49	50 and over.	Total.
TOTAL ...										

SHEET X.

Literate, age, caste, language-known and sex (*worked singly*).

(Standard size 14½″×11″.)

Caste, Tribe, Race, &c.	Males.					Females.				
	Language A.	A and English.	B.	B and English.	Total Literate.	Language A.	A and English.	B.	B and English.	Total Literate.
Total ...										

No. XVI.

CALCUTTA,

The 5th March 1890.

No. $\frac{I.}{30\text{-}45}$.

From—C. J. LYALL, Esq., C.I.E., Officiating Secretary to the Government of India, Home Department,

To—All Local Governments and Administrations.

I AM now directed to forward, for ~~the consideration of His Excellency in Council~~ / ~~the consideration of His Honour the Lieut. Governor (& Ch. Commr.)~~ / your consideration, a copy of the proceedings of the Conference regarding arrangements for the Census of 1891, held at Agra in pursuance of the decision contained in paragraph 2 of my letter No. 40-45, dated 29th October 1889, together with a copy of the letter from the Census Commissioner forwarding the proceedings to Government.

2. The officers who attended the Conference were nearly all experts who had been engaged in supervising the operations at the Census of 1881, and the Governor General in Council does not consider it necessary, at all events at the present stage, to examine with any attempt at detail the proposals which have been adopted by the Conference. His Excellency in Council desires, however, before passing orders upon these proposals, to be favoured with any criticism of them which their superior knowledge of local conditions may enable Local Governments and Administrations to offer, and in asking for opinions as to the recommendations contained in each of the six sections into which the proceedings of the Conference have been divided, I am to make the following brief observations.

3. The Governor General in Council thinks that the date proposed, *viz.*, the 26th February 1891, for the taking of the Census is suitable [but will be glad to learn whether His Honour the Lieutenant-Governor concurs in this view],* and that the Census should be taken during the night except in the case of areas of a special character in which enumeration by night is not feasible. [In this connection I am to say that His Excellency in Council is anxious that, if possible, the general enumeration should take place during the night in the Madras Presidency, and to ask whether the Governor in Council does not think it possible to adapt the procedure in Madras in this respect to that which will prevail in the rest of India.]†

4. I am to invite particular attention to the remarks contained in paragraphs 6 and 7 of Mr. Baines's letter, and to say that the Governor General in Council, as at present advised, is disposed to accept the views of the majority of the Conference regarding the preliminary record of entries in the block-book, and to agree that the varying character of dwellings in different parts of India prevents the possibility of framing a definition of 'house' which shall be of general application and valuable for statistical purposes.

5. Paragraphs 4 and 5 of Mr. Baines's letter relate to two important questions, *viz.*, (1) the separation of caste, &c., from religion, and (2) the substitution of the population subsisting by an occupation for that exercising it. The Governor General in Council considers that it would be of great advantage if the occupation statistics could be prepared in the manner proposed by the Conference with any reasonable prospect of accuracy, and I am to ask whether ~~The Governor in Council~~ / ~~His Honour~~ / you agree(s) in this view, and accept(s) the recommendation of the Conference as feasible. With regard to religion the Governor General in Council does not wish to insist on any distinctions additional to those suggested by the Conference being generally maintained. It is, however, believed to be the case that in some parts of India converts to Christianity are in the habit of retaining the distinctions of caste, apparently with the approval of the Missionary bodies under whose charge they are. This tendency is said to be growing in Southern India, while in Northern India it seems probable that it would always be resisted. Where the practice of retaining caste distinctions in the case of

* Bracketted portion to Punjab only.
† Bracketted portion to Madras only.

converts is recognised and approved, it seems to the Government of India that the name of the caste to which converts belong might advantageously be given in the Census returns. I am to ask whether this arrangement should be followed in the Madras Presidency / the Bombay Presidency / the Lower Provinces, &c. or not.

6. Where important social distinctions exist which will not be denoted in a classification by religion, the Government of India thinks that it may be desirable to recognize these distinctions in tabulating the statistics regarding education, infirmities, and marriage. The objects to be aimed at are (1) the ascertainment of the relative progress of education among different classes, (2) the localisation of certain infirmities, *e.g.*, leprosy and insanity, in different sections of the population and in different tracts of the country, (3) the demarcation of the classes which show the greatest tendency towards child-marriage and the effective prohibition of the re-marriage of widows, and (4) the estimation of the effect of child-marriage on the living female population between 10 and 15 years of age. It is only in regard to marriage that the element of age need be taken into consideration, as the general tables will provide all that is required in this respect for the other two subjects, and the most important age-periods in the marriage tables are (0-9), (10-14), (15-39), and (40 and over). If it is considered that this information might advantageously be collected in the Madras Presidency / the Bombay Presidency / the Lower Provinces, &c., it could be embodied in the following table:

A.—Males (same for B.—Females).

Religion.	Caste.	Sub-division of Caste where necessary.	Age-periods.																Education.			Infirmities.			
			0-9.				10-14.				15-39.				40 and over.				All ages.								
			Total.	Married.	Single.	Widowed.	Total.	Married.	Single.	Widowed.	Total.	Married.	Single.	Widowed.	Total.	Married.	Single.	Widowed.	Total.	Married.	Single.	Widowed.	Learning.	Literate.	Illiterate.	Insane.	Deaf-mutes.	Blind.	Lepers.

7. In conclusion I am to say that the Government of India has only received the proceedings of Conference after considerable delay, and that it is essential that orders should be passed upon them as soon as possible. I am therefore to ask that the / your reply of the Government of Madras / Government of Bombay, &c. to this letter may be received at latest by April 15th.

No. XVII.

No. $\frac{\text{3 Census}}{114-124-A}$.

Extract from the Proceedings of the Government of India in the Home Department (Census),— under date Simla, the 1st July 1890.

READ—

Circular letter to Local Governments and Administrations, No. $\frac{1}{36-45}$, dated the 5th March 1890, and the following replies :

Letter from the Government of Madras, No. 2114, dated the 28th March 1890.
Ditto Bombay, No. 1606, dated the 14th April 1890.
Ditto Bengal, No. M $\frac{3C}{6}$ 9, dated the 12th April 1890.
Ditto ditto No. 88T-F., dated the 24th May 1890.
Ditto the North-Western Provinces and Oudh No. $\frac{634}{1-623}$A, dated the 24th April 1890.
Letter from the Government of the Punjab, No. 442, dated the 9th April 1890.
Ditto the Chief Commissioner, Central Provinces, No. C-70, dated the 7th April 1890.
Letter from the Chief Commissioner, Burma, No. 204-3C-G, dated the 11th April 1890.
Letter from the Chief Commissioner, Assam, No. 2447-G, dated the 8th April 1890.
Ditto ditto Coorg, No. 482-649, dated the 9th April 1890.
Ditto Resident at Hyderabad, No. 114-G, dated the 11th April 1890.

RESOLUTION.

BY Home Department Notification No. 18, dated the 28th August 1889, Mr. J. A. Baines, Bombay Civil Service, was appointed Census Commissioner for India for the purpose of the Census of 1891, and, after communication with him, the Government of India issued orders for the assembly at Agra in December 1889 of a Conference composed of officers who had been engaged as Provincial Superintendents of Census Operations during the Census of 1881, for the discussion of the administrative details of the Census of 1891, and the statistical information that should be obtained at it. The recommendations of the Conference were submitted to the Government of India by the Census Commissioner, and on the 5th March they were circulated for the consideration of the different Local Governments and Administrations. Meantime sanction was given to the appointment from April 1st, 1890, of the following officers to the Provincial Superintendents of Census Operations :

Madras	Mr. H. A. Stuart
Bombay	,, W. W. Drew.
Bengal	,, C. J. O'Donnell.
North-Western Provinces and Oudh	,, D. C. Baillie.
Punjab	,, E. D. Maclagan.
Burma	Captain R. C. Temple.
Central Provinces	Mr. E. Robertson.
Assam	,, E. A. Gait.
Berar	Captain Warren Hastings.

2. The replies of Local Governments and Administrations to the letter of the 5th of March regarding the proceedings of the Agra Conference have now been received, and it remains for the Governor-General in Council to pass orders on the suggestions before him.

3. The night of the 26th of February 1891 is fixed as the date of the Census throughout India, with the exception of forest and desert tracts in which Local Governments and Administrations may consider it absolutely necessary that the final enumeration should take place in the day time. A list of such tracts should be forwarded to the Census Commissioner for the information of the Government of India.

4. The enumerator's schedule sanctioned for adoption throughout British India, together with the instructions to enumerators, are printed as Appendices A to E to this Resolution.

5. As regards column 3 of the schedule (*Sect*), the Governor-General in Council is of opinion that although it is only as regards Christians that a full return of religious denomination is required for Imperial tabulation, the retention of the general heading is desirable in order to secure the due record of Jains, Brahmos, and others who are sometimes returned as Hindus by religion. In Burma, however, the restriction of the column to Christians only is open to no objection.

6. The standard headings of columns 4 and 5, if found inapplicable to local circumstances, as appears likely to be the case in Burma and the Punjab, may be modified as necessary under the sanction of the Census Commissioner.

7. There are some points in the instructions which, as being inapplicable to the circumstances of some provinces and not of importance in the Imperial scheme of enumeration, may at the discretion of Local Governments and Administrations be incorporated in the Provincial codes or omitted from them. These are—

(*a*) The entry of the relationship of any female whose name is not given to the head or some other member of the family—a provision which, though recommended for Northern India, is strongly deprecated for Bengal, and is superfluous in Burma.

(*b*) The provision in Rule 12 regarding Kuran or rote-schools, which was proposed at the Conference in special reference to the Punjab.

(*c*) The distinction to be drawn in column 1 of the schedule between residents and visitors.

(*d*) In Bengal the absence of village agency and the migratory habits of the population during the month of February make it safer to retain for that Province the rule of 1881, regarding the preliminary record, namely, the entry of the actual instead of the ordinary residents in each house, but for the rest of India the suggestion of the Conference is applicable.

8. As regards Provincial modifications of the instructions themselves, the Governor-General in Council is willing to allow the entry of ages in the Punjab on the system recommended for that Province at the Conference, *viz.*, that the current and not the completed year, as in other Provinces, should be entered. In the case of Madras the instructions for the Census of carts, &c., in paragraph 17 should require the visit of the enumerator to take place at the beginning and not at the end of his journey through his block, as it is customary for travellers by road in that Presidency to start soon after sunset.

9. At the Census of 1881 the attempt to obtain a complete return of those who actually follow particular occupations as distinguished from those who depend for their support on other people was not successful, and the result was that the highly important question of the relative strength of the agricultural class, for example, was treated on a different basis in each Province. The Conference recommended an important change in the method of enumeration followed in this respect in 1881, so as to embody in the column appropriated for this purpose in the schedule, entries of the occupation of all who do work, and of the means whereby those who do no work subsist. This proposal met with the approval of all the Local Governments and Administrations with the exception of two, Bengal and the North-Western Provinces and Oudh. The Lieutenant-Governor of the North-Western Provinces and Oudh thinks that, if the information could be accurately compiled, the change would be a statistical improvement, but is of opinion that, for the purpose of a correct record, it is preferable to follow the precedent of 1881. It appears to the Government of India that efficient supervision should be able to secure the accuracy of the return, while from a passage in the Census Report of the North-Western Provinces for 1872 it would seem that the tendency of the people themselves is to adopt the system recommended at the Conference. The objection raised by the Government of Bengal that the entry of women and children who do no work as following the occupation of the head of the family will result in confusion, has been already dealt with in a separate communication; but it may be remarked that the Chief Commissioner of the Central Provinces, whose long experience has been largely gathered in Bengal, records his opinion that the change is expedient

because it was found that at the last Census there was an irresistible tendency on the part of both enumerators and enumerated to return non-workers under the occupation upon which they were dependent, and that Mr. Bourdillon, who was the Provincial Superintendent of Census Operations in Bengal in 1881, recorded a strong opinion at the Conference in favour of the proposed change. After carefully considering the views of the Bengal and North-Western Provinces and Oudh Governments, the Governor-General in Council has decided to adopt the recommendation of the Conference in the matter, but would add to the instructions, in accordance with the practice of some European enumerations, the injunction that, in the case of non-workers, the entry against them of the occupation of the person by whom they are supported should be accompanied by the word "dependent." The Census Commissioner should instruct the Provincial Superintendents to this effect without delay, so that the addition may be incorporated in their rules.

10. The final returns required for Imperial purposes were drafted at the Conference, and the Government of India sees no reason to modify them except in the following particulars:

(*a*) TABLE XII (A—D) *Infirmities.*—The distinction of religion should not be maintained, and each infirmity should be tabulated accordingly by sex and age-period alone. A supplementary set of tables, however, should show the infirmities distributed respectively by caste or tribe without further detail than that of sex.

(*b*) TABLE XVII (*Occupations, &c.*).—The age-periods suggested by the Chief Commissioner of Burma, namely (0-4), (5-14), and (15 and over), seem to be better adapted to show the distribution between workers and dependents than the periods drafted at the Conference (0-4), (5-9), and (10 and over), and have been adopted accordingly.

(*c*) SUPPLEMENTARY TABLE C (*Language of the Literate*), redrafted in accordance with the modification in the schedule and instructions, should show the persons returned therein by caste or race.

The tables, as adopted after these modifications, are printed at the end of this Resolution.

11. The Conference laid considerably more stress than was done in 1881 on the need for ensuring an accurate preliminary return of the population enumerated at the Census, and with this object in view the Governor General in Council thinks it inexpedient to sanction anything beyond the simple form of enumerator's abstract (Appendix B) proposed in the Conference proceedings, and will leave it optional with Local Governments and Administrations to retain even in that the columns relating to unoccupied houses. It has been already ruled in paragraph 7 above that the distinction between resident and temporary population is not required for any Imperial return. The Census Commissioner will prescribe the procedure to be followed with reference to the submission of the compiled totals of the above abstracts.

12. As regards the details of caste in connection with marriage and education, the Governor-General in Council desires to leave it to the discretion of Local Governments and Administrations to prepare the tables drafted or not, as the question depends a good deal upon the strength of the staff that can be employed on abstraction.

13. The general instructions of Government about Census printing have been communicated to the Census Commissioner, who will make, if he has not already made, arrangements in accordance with them. The Governor General in Council is pleased to approve of the form of enumeration book and of household schedule for Europeans and Eurasians (appended), which have been submitted to him by the Census Commissioner. All subsidiary forms, such as abstraction-sheets, tabulation registers, special schedules for vessels, travellers, and barracks, &c., will be prescribed by the latter, who should also decide, in consultation with the Local Governments and Administrations, on the system which is best adapted in the respective Provinces to result in accurate and speedy tabulation.

14. The general opinion of the local authorities consulted is in favour of supporting the administration of the Census operations by legislation, as was

done on the last occasion. A Bill on the subject has been drafted in consultation with the Census Commissioner, and will shortly be introduced into the Legislative Council of the Governor-General.

ORDER.—Ordered, that a copy of this Resolution, with copy of the returns referred to, be forwarded to all Local Governments and Administrations for information and guidance, and that a copy be forwarded to the Foreign Department.

Ordered also, that the Resolution and returns be published in the Supplement to the *Gazette of India*.

[True Extract.]

C. J. LYALL,

Offg. Secretary to the Goverment of India.

APPENDIX A.

A.—STANDARD SCHEDULE.

HOUSE NUMBER PAGE NO.

Serial number and name.	Religion.	Sect of Religion (see Rule 3).	Caste of Hindus and Jains. Tribe or race of others (see Rule 4).	Sub-division of caste, &c. (see Rule 5).	Male or Female.	Age.	Married, unmarried or widowed	Parent-tongue.	Birth-District, Province or Country (see Rule 10).	Occupation, or means of subsistence (see Rule 11).	Learning, literate, or illiterate.	Language, known by literate (see Rule 13).	If any person be insane, deaf-mute from birth, totally blind or a leper, enter that person as such below.
1	2	3	4	5	6	7	8	9	10	11	12	13	14

B.—STANDARD ENUMERATOR'S ABSTRACT.

(Not to be filled up till after the Census on the 26th February 1891.)

Village.	Block No.	Book No.	HOUSES.			PERSONS.								
						Residents.			Visitors.			Total.		
			Occupied.	Empty.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
		*		*	*	*	*	*	*	*	*			

* Columns marked * are optional with Local Governments.

(Signed)

Re-added by { *(a)* *Enumerator of Block No.* *Enumerator.*
{ *(b)* *Enumerator of Block No.*

Certified to have been tested, and the total found correct.

(Signed)

Compiled into Charge Summary on the of 1891. } *Supervisor.*

(Signed)

Charge Superintendent.

C.—STANDARD BLOCK LIST.

Village or Ward *Block No.* *(Book No.* *) Circle*

Sub-Division, *i.e.*, Hamlet, Quarter, Street, &c.,	Houses.		Families in each house.		Remarks.
	Serial number.	Description. Dwelling-house, Shop, Serai, &c.)	Serial Number.	Name of the head member of each Family.	
1	2	3	4	5	6
			*	*	

* Columns marked * are optional with Local Governments.

D.—INSTRUCTIONS TO ENUMERATORS.

(For vernacular translation.)

A.—THE FIRST ROUND.—(*Preliminary Record.*)

1. Beginning from the of 1891 you will visit every house in your block to which a separate number has been affixed, in the order in which they are entered in the list in your book, and enter in the schedules in that book every person residing in those houses in the manner prescribed below.

2. You must use black ink, and write very clearly in the character you know best.

3. You must take a fresh page for each house. If there are more than eight persons in a house, you should continue the entries for that house on the next page, repeating at the top of that page the number of the house in question, with the word 'continued' after it in brackets. You must never begin the entries for a fresh house in the middle of a page, but should leave the unused lines blank.

4. If the entry for any person in any of the columns of the schedule be the same as that for the person entered on the line above, you must repeat the entry and never write the word "ditto" or make dots.

5. If one of the houses on the list be found unoccupied, you should write the word 'empty' after the number of that house on the top of the form.

6. You are to enter all persons who ordinarily live and take their meals from the house, even though any of them may be, at the time of your visit, absent for a short time at the bazar, town, watching crops, fishery (*or even for a few days at wedding or on a pilgrimage,** provided they are to be back at the house before the 26th February). After the residents you should enter the visitors, if any, stopping in the house (*but not such as are only there for a day or two, as for a wedding, &c., and will not remain there till the 26th February*).* In dharmshálas, serais or temples, you should enter on this occasion only those who usually live there and not travellers, &c., stopping only a day or a night or so in the building.

7. Before beginning to make these entries you must read carefully the rules for filling up each column which are printed on the next page and also the specimen schedule on the page opposite those rules.

8. You should point out to the supervisor entries about which you are in doubt, and receive his instructions. You must have completed all the entries in your block by the of 1891.

B.—THE SECOND ROUND.—(*Final Record.*)

9. At nightfall on the 26th February 1891, you will take this book as already filled in and again visit every house in your block in order.

10. You must summon the chief member of each family residing in the house, and read over to him the entries made for his family in the schedule. You will strike out the entries for persons who are not present, and fill up the form for any person now in the house who was not there when the first visit was made, such as guests, infants newly born, and others. You are to consider as present all living in or taking their meals from the house, even though any of them may be out fishing or watching in the fields or at a shop, &c., for the night.

* Optional with Loca Governments and Administrations.

11. *You must enter the word "visitor" in column 1 after the names of all who are only in the house for a few days and do not ordinarily reside there.**

12. If there be no room left on the schedule for the fresh entries above mentioned, you must take a fresh page at the end of your book, and enter on it the house number with the word 'continued' after it; *as prescribed in paragraph 3 above.*

13. Before you start on your round you must see that you are yourself enumerated in the house where you are stopping.

14. You must make no alteration whatever in any entry against the name of any person unless you have to strike out the entries altogether because he or she is no longer present. When you strike out a person you must draw the line completely through all the entries following that person's name and not merely through column 1.

15. You must use red ink only for entries and erasures made on the round on the 26th February.

16. Whilst going on this round you must visit every house marked "empty" in your book to see whether any person is now living there.

17. *After*† visiting as above all the dwelling-houses, you must go to the dharmshálas, serais, encampments and landing-places, where travellers rest for the night, and enter all particulars in the schedules for the wayfarers, boatmen, pilgrims, &c., you may find there, and strike out the entries already made against persons who are not now present. You should ascertain from the village watchmen if any wandering gang, &c., has come to pitch in your block, and if there be any such you should go and enumerate it as above prescribed for other persons.

* The bracketted sentences do not apply to Bengal.
† In Madras and Mysore substitute the word "Before."

18. If any householder in your block has been given a separate schedule, you should collect it on the morning of the 27th February, and after seeing that the rules have been complied with in filling up the columns, you should stitch or pin it into your book, next to the last schedule filled up by you.

19. After your book has been inspected by the supervisor you will prepare the short abstract printed on the back of the specimen schedule in it, as directed by the supervisor, and he will not take charge of your book until he has certified it to be correct.

20. According to the Census Act every person is legally bound to furnish you with such information as is necessary for filling up the schedule; but you are forbidden to ask for any information not required for the purposes of the Census, *as, for instance, the amount of any person's income.* Any enumerator detected in extorting money on any pretext conpected with the Census renders himself liable to punishment under the Census Act or the Penal Code.

C.—RULES FOR FILLING UP THE SCHEDULE.

RULE 1.—Column 1 (*Serial number and name*).—Enter first the chief resident member of the family, whether male or female, then the other members of the family and their resident servants, if any, and lastly, visitors or temporary residents *after whose name write a (V) in brackets for "visitor."** If there be any objection made to giving the name of a female, write the word 'female' in this column (*adding her relationship to some member*

of the household) and filling up the rest of the columns for her as usual.

If an infant has not yet been named, enter the word 'infant.' The enumerator is not to insist upon any female giving her own or her husband's name. The serial number must not be added till the final record.

RULE 2.—Column 2 (*Religion*).—Enter here the religion which each person returns—

As *Hindu, Mussulman, Jain, Christian, Parsi.* Forest tribes, who are not Hindus, Mussulmans, &c., should have the name of their tribe entered in this column, as *Bhil, Gond, Gáro, &c.*; low castes as *Chamar, Dom, Paria, Mahar, &c.*, should be entered by the religion which they themselves return, and no dispute about it is to be raised.

RULE 3.—Column 3 (*Sect of religion*).—Enter the sect of religion followed by each person as they return it—

As *Smárth, Vaishnav, Walábacharya, Lingaiat, &c.*, for Hindus; *Sunni, Shiah, &c.*, for Mussulmans; and for Christians enter whether *Church of England, Roman Catholic, Presbyterian, Lutheran, Baptist, Methodist Episcopalian, &c.* If the sect cannot be stated, enter "not returned" in this column, but do not leave it blank.

RULE 4.—Column 4 (*Caste, &c.*).—Enter the caste of Hindus and Jains, and the tribes of those who have not castes, and the races of Christians, Buddhists, &c.—

As *Brahman, Rájput, Bania, Kunbi* for Hindus; *Pathán, Moghal, &c.*, for Mussulmans; Eurasian or Native Christians for Christians. Do not enter vague terms, such as *Hindustani, Marwari, Punjabi, &c.*

RULE 5.—Column 5 (*Sub-division of caste, &c.*).—If the caste has been entered in column 4, enter here the sub-division, as *Kanaujia or Nagar* of *Brahmans, Oswal* of *Banias, &c.* If *tribes*, enter the *clan*; if race, enter the tribe or nationality.

Some races or castes may not return sub-divisions, and in their case the entry in column 4 should be repeated, but this column must not be left blank. *Native Christians*, for instance, may be returned as *Portuguese, East Indian, Madrasi*, or by their caste, if recognized; *Karens* as *Sgau, &c.*; *Bhils* as *Tadvi, Pawada, &c.*; *Gonds* as *Raj, &c.*

RULE 6.—Column 6 (*Male or female*).—Enter here each person as either *male* or *female*, even though you have written the word 'female' in column 1 already.

RULE 7.—Column 7 (*Age*).—Enter the number of years each person has completed.* For infants less than one year old, enter the word 'infants.'

If a person cannot state his or her age exactly, the enumerator should ask the relations, *or refer to some well-known event of local importance*, or if the person be present, make a guess at the age from the appearance. He must never insist on seeing any female who is not voluntarily produced before him.

RULE 8.—Column 8 (*Marriage, &c.*).—Enter each person, whether infant, child, or grown up, as either *married, unmarried*, or *widowed*. This column must not be left blank for any one, of whatever age.

Children who have been married should be entered as married even though they may not have begun to actually live with their wives or husbands. Persons who have been married, but have no wife or husband living, should be entered as widowed. The enumerator must accept the statement made by the person, or, in the case of children, by their relatives.

RULE 9.—Column 9 (*Parent-tongue*).—Enter the language which each person returns as ordinarily spoken in the household of that person's parents.

* In the Punjab enter the current year of age.

RULE 10.—Column 10 (*Birth-place*).—Enter the district *and state* in which each person was born, and if the person be not born in the province, add the name of the province to the district of birth.

If the person be born out of India, enter the country, as *China, Kabul, Ceylon*. The names of villages, tehsils, &c., are not to be given.

RULE 11.—Column 11 (*Occupation or means of subsistence.*) [*Read this rule very carefully, and ask the supervisor about all cases which seem doubtful to you.*]—Enter here the exact occupation or means of livelihood of all males and females who do work or live on private property, such as *house-rent, pension, &c.* In the case of children and women who do no work, enter the occupation of the head of their family, or of the person who supports them, adding the word "dependent," but do not leave this column unfilled for any one, even an infant. If a person have two or more occupations, enter only the chief one, except when a person owns or cultivates land in addition to another occupation, when both should be entered.

No vague terms should be used, such as "*service*," "*Government service*," "*Shopkeeping*," "*writing*," or "*labour*," *&c.*; but the *exact service*, the *goods sold*, the *class of writing* or *labour* must be stated. When a person's occupation is connected with agriculture it should be stated whether the land is cultivated in person or all let to tenants; if he be an agricultural labourer, it should be stated whether he be engaged by the month or year, or is a daily field-labourer. Women who earn money by occupations independent of their husbands, such as *selling firewood, cowdung-cakes, grass*, or by *rice-pounding, weaving* or *doing house-work* for wages, should be shown under those occupations. If a person makes the articles he sells, he should be entered as "maker and seller" of them. If a person lives on alms, it should be stated whether he is a religious mendicant or an ordinary beggar. When a person is in Government, Railway, or Municipal service the special service should be entered first, and the word Government or Municipal, &c., after as clerk—*Government*, sweeper—*Municipal*, labourer—*Railway*.

If a person be temporarily out of employ, enter the last or ordinary occupation.

RULE 12.—Column 12 (*Instruction*).—Enter in this column against each person, whether grown up, child or infant, either *learning, literate*, or *illiterate*. Enter all those as *learning* who are under instruction, either at home or at school or college.* Enter as *literate*, those who are able to both read and write any language, but are not under instruction as above. Enter as *illiterate* those who are not under instruction, and who do not know how to both read and write, *or who can read but not write, or can sign their own name but not read.*

RULE 13.—Column 13 (*Language known by literate*).—Enter here the language which those shown as *literate* in column 12 can both read and write, and if a person knows how to read and write English, as well as a vernacular, enter "English" also.

This column is to be left blank for those shown in column 12 as learning or illiterate, *and except when English is known, only one language should be entered, that best known.*

RULE 14.—Column 14 (*Infirmities*).—If any person be blind of both eyes, or deaf and dumb from birth, or insane, or suffering from corrosive leprosy, enter the name of the infirmity in this column.

Do not enter those blind of one eye only, or who have become deaf and dumb after birth, or who are suffering from white leprosy only.

* For the Punjab "and who are learning to read and write, or can already do so" can be added.

HOUSEHOLD SCHEDULE.

(For Europeans and Eurasians.)

HOUSE No.

DISTRICT.

Sub-division or Town.

Village or Ward.

CHARGE.

Circle Supervisor.

Block No. Enumerator.

Instructions.—The schedule on the next page is to be filled up under the Census Act by the head occupant of the house or tenement, for all Europeans and Eurasians stopping in the house or tenement on the night of the 26th February 1891, counting also as present persons ordinarily residing in the house but absent for a few hours on duty (except with a running train) and still taking their meals from the house. The head occupant aforesaid should deliver or have delivered the schedule, duly filled up and signed, to the Enumerator who will call for it on the morning of the 27th February. Every facility and aid is requested for the Enumerator, who will probably make two visits to take the Census of the native servants and their families residing on the premises. Before filling up the schedule, the instructions on the last page of this form should be carefully read.

SPECIMEN SCHEDULE.—(*See Instructions on last page.*)

Serial number and Name.	Religion.	Religious denomination.	Race.	Nationality.	Male or Female.	Age.	Married, Unmarried or Widowed.	Parent-tongue.	Birth-place.	Occupation or Means of Subsistence.	Learning, Literate or Illiterate.	Language known by Literate	Note. Infirmities (see Instructions).
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1 A. F.	Christian	Church of England.	European	English	Male...	38	Married ...	English	England	Surgeon Government, service.	Literate	English.	
2 B. J.	Christian	Roman Catholic	Eurasian	Eurasian	Female	27	Widow ...	English	Calcutta	Government Pension.	Literate	English.	
3 D. S.	Jew ...	Jew ...	Jew ...	Austrian	Male...	40	Unmarried	Polish ...	Austria	Broker ...	Literate	English.	
4 C. T.	Christian	Armenian ...	Armenian	British Indian.	Male...	Infant	Unmarried	English	Bombay	(Lawyer's clerk)	Illiterate	.....	Blind.
5 P. N.	Christian	Methodist Episcopalian.	European	American	Male...	48	Widower...	English	United States.	Piecegoods Merchant.	Literate	English.	
6 A. M.	Christian	Presbyterian ...	European	Scotch...	Male...	28	Married ...	English	Scotland.	Tea-planter ...	Literate	English.	
7 J. K.	Christian	Wesleyan ...	European	English	Male...	32	Married ...	English	Punjab	Engineer, Railway.	Literate	English	
8 H. S.	Christian	Lutheran ...	European	Swiss ...	Male...	35	Unmarried	German	Switzerland.	Watchmaker...	Literate	German.	
9 M. O.	Christian	Roman Catholic	European	Irish ...	Female	14	Unmarried	English	Malta	(Army Officer)	Learning	.....	
10 L. V.	Christian	Greek Church	European	Russian	Male...	52	Married ...	Russian	Russia	Sailor ...	Illiterate	.....	

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INSTRUCTIONS FOR FILLING UP THE SCHEDULE.

General.—Enter first the head of the family resident in the house on the night of the Census, then the rest of the members of the family, and lastly, visitors stopping in the house that night. The last column should be filled in only in case of a person afflicted with one of the four infirmities specified in the instructions below, and column 13 only for such as are shown as 'Literate' in column 12, but in every one of the other columns an entry should be made against the name of each person, no blanks being left. General and vague terms for sect and occupation should not be used. The word "Ditto" should not be used, but each entry made in full.

Column 1.—Enter the names in order, as prescribed above.

Column 2—(*Religion*).—Enter the main Religion, as shown in the specimen schedule on the first page of this form.

Column 3—(*Religious denomination*).—Enter the sect or denomination, but do not use general terms, such as "Protestant," "Episcopalian," &c. If no sect be returned enter the word "Unsectarian."

Column 4—(*Race*).—Enter *European* (including Australian, Canadian, American, &c.), *Eurasian Armenian, &c.*

Column 5—(*Nationality*).—Enter the nationality to which the person considers himself or herself to belong.

Column 6—(*Sex*).—Enter whether male or female.

Column 7—(*Age*).—Enter the age *last* birthday; and against children of less than a year old, write "Infant."

Column 8—(*Civil condition*).—Show whether each person, infant or grown up, is married, unmarried or widowed. Persons who have been married but have no wife or husband living, should be shown as "widowed."

Column 9—(*Parent-tongue*).—Enter the language ordinarily spoken in the household of the parents.

Column 10—(*Birth-place*).—If born in India give the district and province; if born out of India the country, but do not enter the names of counties, towns or villages, except in the case of London, or of Calcutta or Bombay, Madras, or Rangoon.

Column 11—(*Occupation, &c.*).—Enter the occupation of all who do work of any sort, and the source of income of such as live on property, &c. For children of whatever age and for women who do no regular work for wages or profit, enter in *brackets*, the occupations of the head of the family or other person who supports them. If a person has more than one occupation, enter the chief one only, unless one of the other occupations be landholding or cultivation, in which case both should be entered. General terms such as "Government" or "Railway *Service*," "Commerce," "Clerk," &c., should not be used, but the exact kind of service or dealing must be specified. Persons temporarily out of employ should be returned under their last or ordinary occupation.

Column 12—(*Education*).—Enter as "Learning" all who are under instruction whether at home or at school or at college. Those who are *not under instruction* but are able to both read and write should be shown as "Literate"; and those of whatever age who are not under instruction, and who do not know how to read and write, or who can read but not write, or who can only sign their own name, should be entered as "Illiterate."

Column 13—(*Language known*).—No entry is to be made in this column except for those shown as "Literate" in column 12, in whose case English should here be specified, or the language, other than Indian vernaculars, which each person can both read and write best.

Column 14—(*Infirmities*).—If any person be (*a*) of unsound mind; (*b*) deaf-mute from birth, not from accident or disease; (*c*) totally blind; or (*d*) afflicted with the true or corrosive leprosy, an entry accordingly should be made in this column against that person's name

E.—STANDARD HOUSEHOLD SCHEDULE.

(For Europeans and Eurasians.)

HOUSE No. HEAD OF FAMILY _____ HOUSE No.

Serial No. and Name.	Religion.	Religious sect or denomination.	Race.	Nationality.	Sex.	Age.	Civil condition—married, unmarried or widowed.	Parent-tongue.	Birth-place.	Occupation, and for those who have none, that of the person who supports them.	Learning, Literate or Illiterate.	Language known by Literate	NOTE. Infirmities (see Instructions).
1	2	3	4	5	6	7	8	9	10	11	12	13	14

Certified to be a correct and complete return of all Europeans and Eurasians in this my house (or tenement) on the right of the 26th February 1891.

(Signed)

F.—IMPERIAL TABLES.

TABLE I.

Area, Houses and Population.

District or State.	Area in square miles.	Number of		Occupied Houses.			POPULATION.								
							Total.			Males.			Females.		
		Towns.	Villages.	Total.	Towns.	Villages.	Total.	Towns.	Villages.	Total..	Towns.	Villages.	Total.	Towns.	Villages.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16

TABLE II.

Variation in the enumerated Population since last Census.

District or State.	Total.			Males.			Females.		
	1891.	1881.	Variation.	1891.	1891.	Variation.	1891.	1881.	Variation.
1	2	3	4	5	6	7	8	9	10

TABLE III.

Towns and villages classified by Population.

District or State.	Total No. of Towns and villages.	Total Population.	1—199.		200—499.		500—999.		1,000—1,999.		2,000—2,999.		3,000—4,999.		5,000—9,999.		10,000—14,999.		15,000—19,999.		20,000—49,999.		50,000 and over.	
			No.	Population.	No.	Population.	No.	Population.	No.	Population.	No.	Population.	No.	Population.	No.	Population.	No.	Population.	No.	Population.	No.	Population.	No.	Population.	No.	Population.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25

TABLE IV.

Towns according to Population, compared with the preceding Census.

Town.	District or State.	Municipality, Suburbs or Cantonment.	Total Population.			Males.			Females.			Notes. (Change in areas, &c.)
			1891.	1881.	Variation.	1891.	1881.	Variation.	1891.	1881.	Variation.	
1	2	3	4	5	6	7	8	9	10	11	12	13

TABLE V.

Towns arranged territorially, with Population by Religion.

District or State.	*	Total Population.			Hindu.			Musalman.			Christian.			Buddhist.			Jain.			Sikh.			Parsi.			Jew.			And so on.*		
		Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32

Note.—Add columns as required for the principal religions represented.*

TABLE VI.

Religions.

District or State.	Total Population.			Hindu.			Musalman.			Christian.			Buddhist.			Jain.			Sikh.			Parsi.			Jew.			Animistic.*		
	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31

Note.—Add columns as required.*

TABLE VII.

Ages, by Religions. Part (A).—Total Population.

District or State.	Total Population.			Age periods.																													
				Under 1 year.		1 year.		2 years.		3 years.		4 years.		*Total 0—4.*		5—9.		10—14.		15—19.		20—24.		25—29.		30—34.		35—39.		40—44.		45—49.		50—54.		55—59.		60 and over.	
	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	*Males.*	*Females.*	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40

Part (B) Hindu, Part (C) Mussulman, Part (D) Christian, and so on, columns, 2, 3, and 4 being collectively headed "Total Hindu," "Total Mussulman," &c.

TABLE VIII.

Civil Condition by Religion and age. Part (A).—Total Population.

District or State.	(1) Unmarried.																																					
	Total Unmarried.			Age period.																																			
				0—4.		5—9.		10—14.		15—19.		20—24.		25—29.		30—34.		35—39.		40—44.		45—49.		50—54.		55—59.		60 and over.	
	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40

Notes.—Part (A), (2) married, (3) widowed. Part (B) Hindu (1), (2) and (3). Part (C) Mussulman (1), (2) and (3) and so on. No special table is required for "unspecified," as the population of [redacted] in which the civil condition was not enumerated will be shown separate from and below the rest of the population. In the instructions to Enumerators and Supervisors it has been enjoined that, except in such tracts, the information required must be returned for each individual enumerated.

TABLE IX.

Education by Religion and Age.

Part (A).—*Total Population.*

District or State.	TOTAL POPULATION.			TOTAL BY EDUCATION.						AGE PERIODS.																			
				Learning.		Literate.		Illiterate.		0—14.								15—24.								25 and over.					
										Total.		Learning.		Literate.		Illiterate.		Total.		Learning.		Literate.		Illiterate.		Total.		Learning.		Literate.		Illiterate.	
	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34

Note.—Part (B), Hindu; Part (C), Mussulman; Part (D), Christian; and so on. Population not required to return degree of education should be excluded, as in Table VII and VIII, and added below the tabulated figures to complete the provincial total.

TABLE X.

Parent-tongue.

District or State.	TOTAL POPULATION.			GROUP OF LANGUAGES, A.															GROUP B.									GROUP C.					
				Language A.			B.			C.			D.			E.			A.			B.			C.			A.					
	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31			

Note.—The languages return will be tabulated by groups following those of birthplaces in the next table, as (A) Vernaculars of India, beginning with those of the Province or State compiling, (B) Vernaculars of Asiatic countries beyond India, (C) European languages. Cross-grouping should be shown in the text of Reports. A column for 'others' in each Province will contain entries numerically insignificant, or so localised to make it worth while showing them in territorial detail. Full particulars of each will be furnished, however, for the return

TABLE XI.

Birthplace.

District, State, Province or Country of birth.	Total of Province or State.			District or State.																														
				District A.			District B.			District C.			District D.			District E.			District F.			District G.			District H.			District I.			District J. and so on.				
	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.		
A. Districts or States within the Province.																																		
Total A ...																																		
B. Provinces or States in India beyond the Province.																																		
Total B ...																																		
C. Countries in Asia beyond India ...																																		
Total C ...																																		
D. Countries in Europe																																		
Total D* ...																																		
E. ,, ,, Africa																																		
Total E ...																																		
F. ,, ,, America																																		
Total F ...																																		
G. ,, ,, Australasia																																		
Total G ..																																		
H. At Sea																																		
Total returned ...																																		
Add the unenumerated ...																																		
Total Population ...																																		

TABLE XII.

Persons of Unsound Mind, by Age (1).

District or State.	Total afflicted.			Distribution by age.																									
				0—4		5—9		10—14		15—19		20—24		25—29		30—34		35—39		40—44		45—49		50—54		55—59		60 and over.	
	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30

TABLE XII-A.

Persons of Unsound Mind by Caste, Tribe or Race.

Caste, Tribe or Race (2).	Total.			Distribution by district or state.											
				District A.		District B.		District C.		District D.		District E.		District F.	
	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
Total of unsound mind ...															

Note.—(1) Tables XIII and XIII-A (Deaf-Mutes), Tables XIV and XIV-A (Blind), Tables XV and XV-A (Lepers) are uniform in arrangement and scope with Tables XII and XII-A.
(2) The [illegible]

TABLE XVI.

Castes, Tribes and Races, by Nationality or traditional Occupation.

Name and Classification.					Provincial Total.			Distribution by District or State.																	
								District A.			B.			C.			D.			E.			F.		
Class.	Group.	Caste.	Subdivision.	Religion.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26

NOTE.—For tabulation, the territorial distribution will be entered in columns 1 to 3, and the classified nomenclature horizontally. Where a caste or tribe returns more than one religion, the numbers under each religion will be shown is successive lines, or columns, as the case may be, but the grouping will be throughout, by social or political, not by religious, distinctions. Speaking generally, the classification will be by traditional occupation in the case of Hindus and allied races, as well as for indigenous Mussulmans who return subdivisions, but by race and nationality for foreigners, and for Christians generally.

TABLE XVII.

Occupations, by Age. Part A.—(Provincial Summary.)

Occupation and Class.			Provincial-Total.												Town.												Country.											
			Total.				Males.				Females.				Total.				Males.				Females.				Total.				Males.				Females.			
Class.	Group.	Occupation.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39

TABLE XVII.

Occupations. Part B.—(Provincial distribution.)

Occupation and Class.			Distribution by District or State.																							
			District A.												B (and so on).											
			Total.				Males.				Females.				Total.				Males.				Females.			
Class.	Group.	Occupation.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.	Total.	0—4	5—14	15 and over.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27

Note.—For Tabulation, these tables will show the occupations where the districts now appear, and *vice versâ*.

SUPPLEMENTARY TABLES.

TABLE A.

Christians by Sect and Race. Part I.—Sects.

District or State.	Total Christians.			Distribution by Sect.																									
				Sect A.								Sect B.								Sect C.								Sect D (and so on).							
				Total.		Foreign.		Eurasian.		Native.		Total.		Foreign.		Eurasian.		Native.		Total.		Foreign.		Eurasian.		Native.		Total.		Foreign.		Eurasian.		Native.	
	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36

TABLE A.—*contd.*

Part II.—Races.

District or State.	TOTAL CHRISTIANS.			DISTRIBUTION BY RACE.																																			
				A.—Foreign.													B.—Eurasian.													C.—Native.											
				Total.			Sect A.		B.		C.		D.		E.		F.		Total.		Sect A.		B.		C.		D.		E.		F.		Total.		Sect A.		B.		C.		D.		E.		F.	
	Total.	Males.	Females.	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49

TABLE B.

Christians by Race and Age.

District or State.	Total.			A.—Non-Asiatics.												B.—Eurasians												C.—Armenians.												D.—Native.										
				All ages.			0—14		15—34		35—49		50 and over.			All ages.			0—14		15—34		35—49		50 and over.			All ages.			0—14		15—34		35—49		50 and over.			All ages.			0—14		15—34		35—49		50 and over.	
	Total.	Males.	Females.	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Total.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48

TABLE C.

Literate, by Language known. (Provincial Summary.)

Caste, Tribe or Race.	Total Literate.			Languages known.																			
				Language A.			Language A and English.			Language B.			Language B and English.			Language C.			Language C and English.			Language D (and so on).		
	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25

TABLE D.

Agriculture, Land Revenue and Population.

Division and District.	Total population.	Total Agricultural population.	Area in square miles.	Amount of payment to Government whether as Land Revenue, quit-rent or Peshkash, including, when such exists, *water advantage* but not *water rate*.	Amount of Local Rates and cesses paid on Land.	Total of columns 5 and 6.	Amount of Rent, including Local cesses paid by cultivators.	Percentage of Agricultural on total population.	Average distribution.			Remarks.
									Acres per head of Agricultural population.	Per acre of gross area.		
										Of Land Revenue.	Of Local rates and cesses.	
1	2	3	4	5	6	7	9	9	10	11	12	13

No. XVIII.

CALCUTTA,
The 28th December 1889.

No. 96.

From—A. P. MACDONNELL, Esq., C.S.I., Secretary to the Government of India, Home Department,
To—The Census Commissioner for India.

I AM directed to state for your information that, in connection with the establishment of a reserve of Volunteers in India, the Military Department is desirous of ascertaining the number of men, European and Eurasian, in the country who are capable of bearing arms. The approaching Census would be a good opportunity to obtain some reliable statistics on which to base the scheme for the creation of the desired reserve. The information required is two-fold. Firstly, the number and ages of men—(1) European, (2) Eurasian, and (3) Armenians and of similar races foreign to the country; secondly, the number of women and children of the same races. In each case the information is required by districts and towns throughout India.

2. I am to request that you will be good enough to arrange for the collection of the information required by the Military Department, and to suggest that care should be taken to distinguish Eurasians from Native Christians, and to prevent Armenians being grouped with Europeans. As regards age, the Military Department would prefer to have groups from 15 to 35 and 35 to 49; but this grouping need not be adopted if the general grouping is to run 0 to 4; 5 to 14, 15 to 49, and 50 and upwards in the Census returns for other purposes.

No. 97.

COPY forwarded to the Military Department for information.

No. XIX.

CALCUTTA,
The 28th April 1890.

No. 42.

From—J. A. BAINES, Esq., Census Commissioner for India,
To—All Superintendents of Census Operations.

IN order that there may be as much co-operation in Census work as the circumstances of the different provinces permit, I have the honour to request that you will be good enough to forward copies of all your general circulars, instructions and forms, as published, to your colleagues elsewhere in India, of whom a list is given below.

Madras—H. A. Stuart, Esq. (*Madras Secretariat*).
Bombay—W. W. Drew, Esq. (*Bombay Secretariat*).
Bengal—C. J. O'Donnell, Esq. (*Calcutta Bengal Secretariat*).
North-West Provinces and Oudh—D. C. Baillie, Esq. (*Allahabad Secretariat*).
Panjáb—E. D. Maclagan, Esq., (*Lahore Secretariat*).
Burma—Captain R. C. Temple (*Rangoon Secretariat*).
Central Provinces—B. Robertson, Esq. (*Nagpur Secretariat*).

Assam—E. A. Gait, Esq. (*Shillong Secretariat*).

Berár—Captain Warren Hastings [illegible]*raoti*).

Ajmir-Merwára—Through the Chief Commissioner (*Mount Abu, Rajputana*).

Coorg—Through the Chief Commissioner (*Bangalore*).

Andamans—Through the Superintendent of Port Blair (*Port Blair, Andamans*).

[NOTES.—1. Bombay should also interchange with *Baroda* through the Agent to the Governor-General, and with *Hyderabad* through the Resident. Madras should interchange through the Residents with both *Hyderabad* and *Mysore*.

2. Changes of head-quarters should be notified by Superintendents to each other as occasion arises.]

No. XX.

CALCUTTA,
The 20th April 1890.

No. 43.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—All Superintendents of Census Operations.

I HAVE the honour to request that you will keep me informed of the progress of the Census arrangements in your province by sending me by the 5th of every month a short account of what has been done during the month before.

2. I do not prescribe any special form of report, but the following points should be noted respectively as the work goes on :

(*a*) Preparation and issue of circulars and minor forms.
(*b*) Translation of forms, instructions, &c.
(*c*) Tour of Superintendent, with brief notes of what has been and what remains to be done in each district visited.
(*d*) Similar notes about the condition of the work in districts not visited, with reference to division into circles and blocks, provision of agency, issue of certificates of appointment of Census officers, house-numbering, arrangements for distributing and the distribution of enumeration-books, &c.
(*e*) Special mention of the progress of work in the Presidency or head-quarters town.
(*f*) Progress of printing, number of schedules or books printed, issued and remaining to be printed and issued respectively, with the number of districts supplied in full or in part.
(*g*) Special notes on the preliminary record, such as date of commencement in each district, and any mistakes of a general nature discovered by the Superintendent or brought before him by the district officers.

[Any other matters which may have specially engaged the attention of the Superintendent, or which he has brought to the notice of his Government.]

3. In paragraph 4 of my Circular letter No. $\frac{A}{1-12}$ of 30th January last, a copy of which was sent to your Government, the procedure with regard to Census accounts was laid down. The first quarterly return is due on the 1st of July.

4. The first of these monthly reviews should be forwarded by the 5th of June next, and they should be continued till the 5th of February. On the 20th of that month a special and final report should be sent in, and from the 27th idem a more formal progress statement will be prescribed.

5. Whilst I am on tour my address will be communicated from time to time to you by printed post-cards, and between the beginning of June and the end of September my head-quarters will be at Simla.

APPENDIX TO No. XX.

Extract from Census Commissioner's Circular letter No. $\frac{A}{1-12}$ of 30th January 1890.

Para. 4. *Accounts.*—Correspondence between the accounts of Census expenditure kept by district officers and those debited to this head by the local Accountant-General or Comptroller should be maintained by a periodical comparison as in the case of the Income-tax accounts. A quarterly statement should be received by the Provincial Superintendent from the district treasury and Central Press on the one hand, and the Financial Department on the other, the former being classified under the heads given in the second column of Appendix B,* the latter showing merely the total debited to the Census grant. A ledger account should be kept by the Provincial Superintendent, a quarterly summary of which should be communicated to the Census Commissioner somewhat in the form shown marginally. * * *

Head, &c.	Budget grant.	Total spent up to date.
	Rs.	Rs.
A.—Enumeration.		
I.—District charges ...		
II.—Paper and printing ...		
TOTAL A ...		
B.—Abstraction.		
III.—Office charges ...		
IV.—Paper and printing ...		
TOTAL B ...		
C.—Superintendence.		
V.—Pay and Allowance ...		
VI.—Office establishment ...		
TOTAL C ...		
GRAND TOTAL ...		

Para. 5. The estimates for the year 1890-91 will be framed before the Provincial Superintendent assumes charge of his duties, but the revised estimates for that year and the estimates for 1891-92 should be prepared by him for the Local Government or Administration, under which he is serving, in time to reach the Census Commissioner by the 1st of November 1890 and the 1st of February 1891, respectively.

* The heads and sub-heads in question, revised in accordance with recent orders of the Government of India about travelling allowances and the salary of Superintendents, and with the proposals made regarding printing will be as below—

- A.—ENUMERATION.
  - I.—District charges.
    1. House-numbering.
    2. Lights, red ink, &c.
    3. Petty stationery.
    4. Remuneration or non-officials.
  - II.—Enumeration Printing.
    5. Paper for schedules, &c.
    6. Carriage of ditto to press.
    7. Printing and binding.
    8. Despatch of books, &c., to districts.*
- B.—ABSTRACTION.
  - III.—Abstraction offices.
    9. Abstraction office rent.
    10. Ditto furniture.
    11. Ditto establishment, records.
    12. Ditto ditto Correspondence and accounts.
    13. Ditto ditto menials.
    14. Ditto ditto abstractors and supervisors, officials.
    15. Ditto ditto abstractors and supervisors, non-officials.
    16. Contingent charges at abstraction office.
    17. Carriage of enumeration-books to abstracting office.
  - IV.—Abstraction Printing.
    18. Paper for abstraction and tabulation forms.
    19. Carriage of abstraction to press.
    20. Printing.
    21. Despatch of forms to abstraction office.
- C.—SUPERINTENDENCE.
  - V.—Personal Charges.
    22. Deputation allowance of Superintendent.
    23. Salary of substitute for ditto.
  - VI.—Establishment
    24. Superintendent's personal office establishment.
    25. Contingent charges for ditto ditto.

No. XXI.

No. E-1890.

Census Nomenclature.

Uniformity should be observed in the choice of special terms connected with the Census operations, in order to lessen the chance of misunderstanding indents and circulars, &c. For English correspondence, accordingly, the nomenclature given below is prescribed, and in like manner, a uniform vernacular rendering should be adopted for each province—

I.—The title of the special census officer is—

"*The Superintendent of Census operations for.....*," and in departmental correspondence, this officer is known as the "Provincial Superintendent."

* NOTE.—A portion of this was subsequently restored to I.—*District charges.*

II.—The *Census divisions* should be, as in 1881—

(*a*) The *Charge*, under a *Charge-Superintendent*.
(*b*) The *Circle*, under a *Supervisor*.
(*c*) The *Block*, entrusted to an *Enumerator*.

The word 'Charge' is prefixed to (*a*) in order to distinguish the official in question from the Provincial Superintendent. In provinces where a fourth officer is employed between the Supervisor and the Charge-Superintendent, the extra man should be called the *Inspector* of the revenue or police sub-division to which he may be appointed.

III.—The forms used in connection with the enumeration are the following:

(*a*) The *Sub-divisional Register*; by which is meant the form in which every village and hamlet in a specified area, whether tehsil, mahal, circle, or thana, &c., is shown in serial order, and from which the Census circles are settled.

(*b*) The *Circle List* is an extract from the above, with the addition of the required particulars regarding blocks and enumerators, and the number of houses assigned to each.

(*c*) The *Village* or *Ward List* relates to the serial numbering of houses, and the details necessary to guide the enumerating or inspecting officers round the village, ward or block.

(*d*) The *Block-list* is a copy of, or extract from, the above, as the case may be, forming part of the enumeration-book to be mentioned below, which is intended to serve both as a guide to the enumerator and as a means of testing his work.

(*e*) The *Schedule* is a page of the form on which the actual enumeration is recorded, a separate schedule being used for each house. By *Schedule-leaf* should be understood the form in which the schedule is printed, which comprises two schedules.

(*f*) The *Sample-schedule* is a schedule on which entries are printed in illustration of the mode of enumeration, and which is bound up with the blank schedules in the enumeration-book.

(*g*) The *House-holder's schedule* is a schedule issued for return by the house-holder himself in place of that bound in the enumeration-book. As the address and instructions are printed on each copy, it covers both pages of a *schedule leaf*.

(*h*) The *enumerator's Instructions* consist of a code of rules about—(*a*) the information to be recorded in the schedule, and (*b*) the mode of taking the Census of the block. They are printed as part of the enumeration-book.

(*i*) The *Enumerator's Abstract* is a short summary to be prepared under the Supervisor's instructions by the enumerators in his circle, giving the number of houses and of residents and visitors by sexes, in each block. It is printed (in most cases) on one-half the reverse of the page occupied by the sample schedule, so that it can be removed and filed separately when it has been tested and found correct.

(*j*) The *Enumeration-Book* comprises, for a block or division of a block, according to circumstances, the forms above designated as (*d*), (*f*), (*h*), (*i*) with a supply of (*e*) sufficient for the number of houses, encampments and landing-places, &c., included in (*d*), the whole being bound into a cartridge cover, on which is printed the form prescribed locally for the identification and registering of the book in the charge or sub-divisional index, which accompanies the records of the area in question to the office in which they are to be dealt with after the Census.

(*k*) The *Census Summary* is a form containing, by villages, the same details as the Enumerator's abstract (*i*), and for revenue sub-divisions, districts, and provinces, the totals, from that abstract,

of houses, and of population by sexes, omitting the distinction between residents and visitors.

IV.—After the Census, the work consists of three processes—

(*a*) *Abstraction*, or classifying by blocks or books the information from the schedule columns.

(*b*) *Tabulation*, or the addition of the abstracted totals by territorial units, such as towns, circles, or tehsils.

(*c*) *Compilation*, or the classification and arrangement of the statistics by districts or provinces in the final forms prescribed for Imperial purposes.

V.—(*a*) The first and second will be conducted at offices known as "*Abstracting Centres*," or "*Divisional Offices*," each being under a "*Deputy Superintendent*."

(*b*) The last is confined to the "*Provincial Office*," under the personal management of the Superintendent of Census Operations.

(*c*) Below the Deputy Superintendent there will be (1). *Branch Assistants* for Abstraction and Tabulation, and (2) *Room Inspectors*, who will also be *Totallers* for the men under their supervision, and countersign each form or page as it is completed.

VI.—The forms used subsequent to the Census are—

(*a*) In abstraction, *Working sheets*, consisting of spaces ruled on one side of the sheet only to be filled up by *ticks* (strokes) instead of figures; and *Test-slips*, for comparison of totals, the use of which is to be confined to the Deputy Superintendent.

(*b*) In tabulation, the forms are called *Registers*. They are nearly all of uniform size, and all contain the same number of lines on each page, for convenience in checking the totals.

(*c*) The compilation forms are termed *Tables*, and are based, as a rule, on the revenue sub-division as unit, proceeding to the district in the provincial, and the province, in the Imperial series. It is probable that in the case of castes and occupations the tabulated totals will have to be passed through a *classified ledger*, before they can be transferred to the final tables; this addition will not, of course, be found necessary in the case of fixed headings, or where the variety of groups is comparatively small.

VII.—Most of the rest of the terms commonly used in Census operations are borrowed from revenue work or accounts. If the employment of any other special term is found necessary, the exact scope and meaning of that term should be fully explained.

CALCUTTA, J. A. BAINES,

The 27th March 1890. *Census Commissioner.*

No. XXII.

SIMLA,

The 22nd February 1890.

No. C—(1-12).

From—J. A. BAINES, Esq., Census Commissioner for India,

To—All Local Governments and Administrations.

I HAVE the honour to forward herewith a copy of Census note C—1890, containing general proposals regarding the arrangements to be made in connection

with the next Census. They are based, mainly, on the consultation I had at Agra in December last, with the Provincial Superintendent of the Census of 1881, to whom a copy has been sent direct for further comment or suggestions.

2. I hope to have the opportunity of personally discussing the arrangements in detail during the present season, and will inform you, accordingly, of the date on which I propose to visit the.....Province.

[NOTES.—The Superintendents who were not present at Agra, to whom, accordingly, the last portion of paragraph 1 does not apply, are those for Assam, Coorg, Ajmir and the Andamans. The note for Assam, however, was drafted after the Census Commissioner had visited the Province. The same remark applies to the Notes on Feudatory States.]

No. XXIII.

No. $\frac{C.}{1900}$ PROVINCIAL ARRANGEMENTS.

General Remarks.

(*a*) *Partition into Census Divisions.*—The record of 1881 is available in most Provinces, and will serve as a guide as to charges, and in rural tracts, as to Circles also. The Blocks will, as a rule, require re-demarcation. The arrangements for registration of these areas should begin in May or June, 1890, and the Blocks should be finally settled, and the houses numbered and the list completed by December, at the latest.

(*b*) *Agency.*—Non-officials are, as a rule, best employed as enumerators. Voluntary agency should be obtained as far as possible, the men being assigned duties which do not take them away from their ordinary abode. Special and paid agency will be necessary, in most cases, for hill and forest tracts. Officials should generally be employed as supervisors.

(*c*) *Schedules, &c.*—The arrangements for supply of paper and for printing are now under consideration. Each Provincial Superintendent should revise the translation of the headings for the vernaculars spoken in his charge, and should draft his code of instructions based on the standard prescribed by the Government of India, according to Provincial circumstances. He will be at liberty, therefore, to divide the above standard code between enumerators and supervisors, according to the way he thinks the instructions will be best conveyed to the understanding of the former. He should be careful to see that his instructions are translated in the phraseology ordinarily used by the class from which the enumerators are taken, and not made difficult to understand by any attempt to reproduce too closely the English rendering. It will also be advisable for him to frame a set of specimen schedules for each vernacular, to be incorporated in the Block-book, and in cases of a language very widely spread, to draft, in addition, samples for different parts of the country, for separate distribution amongst supervising officers. It is advisable that the schedule headings should be translated as soon as possible, so that the printers may begin work some time in April, for the ruling, which should be adopted in every case, entails a considerable addition to the time required for issuing large and various indents. In most Provinces a record of the supply and the actual consumption of schedules in 1881 will be found in district offices, or is reproduced in the Census report. This will serve as a rough guide for the preliminary issue, but the actuals will not be known till the settlement of the Blocks is complete. It is necessary to distribute the full supply not later than October, after which the Presses will be taken up with abstraction-sheets and tabulation-registers, and cannot conveniently continue printing schedules. The same period should cover the printing of the minor forms required for the enumeration, such as certificates of appointment, travellers' and boat passes, &c. It will be for the Provincial Superintendent to instruct the printers as to the number of schedules to be bound into each of his standard books. As a rule, it is convenient in abstracting to have not more than 40 houses per book, so that in case of large Blocks which are thus split up, this issue-register should indicate the number of books issued to each enumerator. Another point calling for his notice is the need for coming to an understanding with the district officers as to the meaning to be attached to the term 'schedule,'

when used in indents, lest double the number of forms actually required be despatched.

(*d*) *Preliminary record.*—This process constitutes the heaviest part of the preliminary arrangements, and requires the closest supervision, as the Census itself is practically but a revision of what has already been done. The date at which the record should be begun should be fixed, as a rule, later in town than in villages, and should allow plenty of time for minute scrutiny, without entailing extensive changes, by reason of intermediate births and deaths at the Census. The instruction of enumerators needs careful consideration, and should be taken up systematically. As much as possible should be done by actual example, such as the enumeration of a few houses by a superintending officer before a class of subordinates or volunteers, or of individuals who happen to be present at the office or camp on business. The instruction should not be confined to the enumerators only, but should include those who will at the Census be appointed supervisors. In cities especially, the variety of caste, race and occupation, makes this record a task requiring no small care and intelligence, which plenty of personal instruction goes far to stimulate.

(*e*) *The Census.*—As a rule, the Indian Census will be taken everywhere (outside the Madras Presidency)* at night. The exceptional localities are those where the Blocks are so scattered or in such wild or difficult situations that it is either unsafe or impracticable to enumerate them during the night. Supervisors should be nominated to such circles as they can adequately administer, as it is essential that all check and correction should take place before, or not more than a day after, the Census, and in many Blocks fresh or additional enumerators will be appointed only a day or two before that date.

(*f*) *Special areas.*—Cantonments may be considered as charges, under the superintendency of the Cantonment Magistrate, directly controlled, as in the case of subdivisional charges, by the district officer. Regimental lines will be treated, with comparatively little modification, as in 1881. Railway premises require special provision with regard to the enumeration of Native residents and the speedy collection and transmission of schedules by districts, not by departments working from the head-quarters of the line. The enumeration of travellers by water at ports and along the large rivers, &c., will have to be spread, in all probability, over some three days following the Census.

(*g*) *Enumerators' totals.*—It is desirable to make the Enumerators' abstract of more use than it was on the last occasion. The Provincial Superintendent should supply the simple form required, and prescribe the system by which the supervisors can check the figures given him by the enumerators. As a rule, each Block-book should be twice totalled by independent enumerators, the results in each case being retained undivulged by the supervisor, and when identical, entered in his circle abstract. The main object for Imperial purposes is to have for each district a finally correct total of occupied houses, and of persons, by sexes, compiled as soon as possible after the Census, not only to serve as a guide in abstraction, but for use in connection with official returns for the year ending with the 31st of March 1891. The responsibility for the accuracy of the figures should rest with the supervisors, and on that accuracy also should depend the grant of certificates, allowances, &c., to non-official enumerators. Circle totals when verified at the charge head-quarters should be at once posted into the charge abstract, which, when complete, will pass on to the subdivisional or district officer for compilation into a district total in precisely the same form.

(*h*) *Abstraction.*—The number and strength of abstracting centres depend upon the accommodation available, the supply of competent employés, and the amount and quality of the supervising agency placed at the disposal of the Provincial Superintendent. There are a few general rules applicable to all such offices. The supervisors, for instance, should be, if not selected, at least inspected, by the Provincial Superintendent before the Census. They should be at their posts by the 1st March, or before, if possible. The record arrangements should be carefully worked out beforehand in full detail of storage, issue, and registration. The working of each abstraction-sheet should be

* NOTE.—Finally it was decided to take it by night here also.

specialized in separate gangs, working entirely apart from those engaged on other sheets. The supervisor must absolutely prevent the Enumerator's totals, or those abstracted, from being communicated by one gang to another, and the proportion of independent re-abstraction must be at first at all events very high. The Provincial Superintendent will devise his own system of reward and punishments, and in connection with this, a good suggestion has been made that fines should go into the reward fund, and not be regarded as savings.

(*i*) *Tabulation.*—This should begin soon after the abstraction has become fairly correct; the Registers therefore should be issued along with the sheets for the latter, and both be at the abstracting centres by the middle of February. In the case of most of the Registers the chief difficulty, assuming the totalling clerks in the abstracting and testing branches to have done their work efficiently, is in getting the correct addition of page entries, but in two or three of the longer Registers, the posting itself requires much supervision. No general rules are required on the subject, except as regards grouping of entries from the abstraction-sheets. In no case should the classification of any entries whatever be allowed except after reference to the Provincial Superintendent. The office supervisor should post from the abstraction-sheets an alphabetical list of the castes, occupations, religions, birth places and languages returned, and when completed for such territorial unit as the Superintendent may prescribe he should send it to the latter for instructions, and tabulate in accordance with the orders received. The Superintendent will be in communication with the Census Commissioner as regards some of the above statistics, which have to be classified on a uniform system for the whole country, and the lists required for this purpose will be prescribed as the time for tabulation draws near. Generally speaking, the strength of the abstracting and tabulating office should be so distributed that the work progresses evenly, and no one set of sheets or tables advances materially beyond the rest, and the whole set is completed for one subdivision before another is taken up. In practice, however, considerable allowance has to be made for the lagging of the tabulation of frequently varying entries, such as those for caste and occupation.

(*j*) *Compilation.*—As this will be conducted under the immediate direction and supervision of the Provincial Superintendent, no remarks about it need be made at present.

(*k*) The following suggestions are made :— (1) To facilitate correspondence with Government as well as to give the Superintendent a definite official position relative to district officers ; he should be appointed an Under-Secretary to Government or the Administration, for Census purposes. (2) To encourage competent young men to come forward as volunteers in the enumeration, the certificates granted to them should be invested with a definite official weight, such as giving the bearer, being in other respects qualified, preferential title to certain classes of employment, or a rise in some list for employment on which his name already appears in its serial order. Such a concession is admittedly not easy to adapt to standing orders, but without it, a difficulty in obtaining good unpaid enumerators is anticipated in some Provinces.

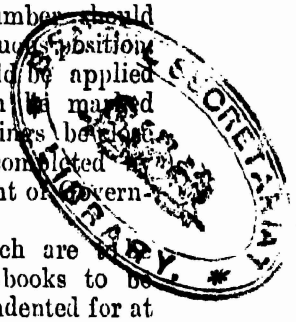
(*l*). In conclusion, it is requested that two copies of every general circular or order issued by Government in connection with the Census, may be forwarded to the Census Commissioner, addressed as may be notified from time to time. Circulars by the Provincial Superintendents should similarly be sent, as drafted. When based on corresponding circulars of 1880-81, a copy of the latter, or when printed in the report, quotation of the reference, should accompany them.

No. XXIV.

THE ANDAMANS—(C-13).

From the reply sent by the Superintendent of Port Blair to the Government of India's letter No. 83 of the 13th December 1889 (Home Department), it is clear that the enumeration must be confined to the settlement of Port Blair to the exclusion of the aboriginal population residing outside that area.

2. This restriction of the operations materially facilitates preliminaries. The officer superintending the Census should prepare a complete list of every building within the limits to be enumerated, in the order in which it can be most conveniently taken by an enumerator on his round. A number should then be given to it in the list, and painted on the wall, in a conspicuous position. The general definition of a house adopted at the Conference should be applied as far as possible at this registration. The list should then be marked off into blocks, counting about 80 houses per block, if the buildings be closely together, or from 40 to 50 if more scattered. This should be completed by October, so that indents for forms can be sent to the Superintendent of Government Printing, Bengal, at Calcutta, during that month.



3. The forms consist of (*a*) householders-schedules, which are to be distributed to the European officials alone; and (*b*) enumeration-books to be used in taking the census of all others. The former should be indented for at the rate of about three for every two families who are entitled to use them, on the understanding that the resident servants of such households with their families are enumerated separately in a book brought round, in the regular course of his duty by an enumerator. No rule can be laid down regarding the quantity of schedules required in the book-form until the houses have been registered. A convenient average is 50 pages per book, allowing an enumerator as many books for his block as is necessary. It is understood from the correspondence that the whole enumeration will be conducted in English, but there is no objection to the use of Bengali, if clearly written, especially in compact blocks where there is little variety of occupation, and it will be found convenient to have copies of the schedule-books in Hindi, Urdu, Tamil, Marathi and Burmese at hand for the use of those who understand only those languages. The Superintendents of Census Operations in the North-Western Provinces, Bombay and Madras, and the Chief Commissioner of Burma, have been addressed accordingly.

4. On receipt of the requisite supply of enumeration-books, the block list, which forms part of each, should be duly written up from the Register mentioned in paragraph 2 above. About the 1st of February, each enumerator should begin his first round, in accordance with the instructions also included in the said book. During this process, the entries he makes should be strictly supervised and corrected, where necessary, by some superior officers of the station deputed for the purpose, and who should have had the opportunity of training and examining the enumerators in their duties for about a fortnight before the above specified date. This preliminary record should be completed by the 20th February. On or about the 21th idem, the household-schedules should be left with each European family as above prescribed, and the Superintendent of the operations should personally see that the instructions are understood.

5. On the evening of the 26th February the enumerators should go their final round, and correct their books up to date, by adding the visitors and newly born, and erasing the entries for those who have died or gone away since their previous visit. The householders'-schedules should be filled up on the same date. It is the duty of the supervising officials to see that their enumerators actually do go this round, and not evade it. The next morning they should have the householders'-schedules collected from each family with whom they had been left, and scrutinise the entries, having corrections made where necessary. Each enumerator should then total the population of his block in the supervisor's presence, and the results must be tested by a second and independent addition by another enumerator. This total should comprise the inmates of barracks, houses, vessels, boats, &c., including those who return household-schedules. When the addition has been completed, it should be brought to the Superintendents' head-quarters, and there compiled into a return for the whole settlement; the total thus obtained should be telegraphed to the Census Commissioner, as will be notified in a special circular which will be issued later.

6. The enumeration-books and householders-schedules should then be carefully verified by the block and circle lists, and it should be ascertained that a schedule has been filled up for every single household. The whole should then be indexed and arranged in consecutive order, and packed for transmission to Calcutta, addressed to the Superintendent of Census Operations, at such

office as he may designate. The abstraction and compilation will be carried out entirely under his supervision, and if the returns be in Bengali or English, he will probably not require the attendance of any officer or subordinate from Port Blair. The cost of the operations will be debited to the Andamans grant proportionately to the population thus treated at the Calcutta Office.

ENDORSEMENT.

[Copy forwarded to Superintendent, Port Blair, for favour of remarks on the above suggestions. Separate letters to Provincial Superintendents, Madras, Bombay, Bengal, North-Western Provinces, Punjab and Burma to supply specimens of their respective enumeration-books in the vernaculars mentioned.]

No. XXV.

AJMIR-MERWARA.—(C—9).

The partition of area into circles and blocks should begin about June, on the basis of the arrangements in 1881, of which some record probably remains. About October, the Superintendent of the Census Operations should test the work done during the rains, when on tour in the ordinary course of his duty. By this time the Block-books will have arrived, and the House-lists can be made out, and buildings numbered. The printing will be arranged for at either Agra or Calcutta, the Superintendent supplying a sample-schedule for guidance of Enumerators. These latter should be trained as far as possible by example; that is, a class should be conducted round a block whilst the instructor fills up a few spare schedules for the inhabitants thereof. The preliminary record of entries in the Block-books should begin some time in January, but should not last beyond the 1st of February. In the larger towns, this last date will serve as the beginning of this task, which should be over there by the 15th or 16th idem. The Superintendent should check the entries wherever he may be on tour throughout these two months up to the date of Census. He will probably have plenty of opportunity of supervising personally the arrangements made in the City of Ajmir, which will require more inspection in detail than the rural circles. After the Census, the Enumerators should prepare the abstracts attached to their books, under rules for test and checking to be prescribed by the Superintendent, and these abstracts, combined into circle totals, should be despatched to Head-Quarters as soon as possible, for compilation.

Abstraction and Tabulation.—Accommodation for the men and records should be provided beforehand, and work should start as soon as possible after the Census. The strength of the working establishment will depend upon the supervision available. Each branch should work in a separate room, and hold no communication with those engaged on other abstraction sheets. Tabulation should proceed as soon as a fair amount of tested and certified sheets are ready, and the returns should be ready about 3 months after starting. The supply of forms will be procurable from the same Press as the schedules, and, presumably, the whole work will be done in Hindi. English schedules should be separately dealt with under the Superintendent's personal supervision.

No. XXVI.

ASSAM.—(C—11).

(*a*) *Partition into Census Divisions.*—In the Surma Valley the record of the circles and blocks of 1881 is probably available and will be made use of to some extent on this occasion, but the survey maps will have to be mainly relied on. On these the outposts and chaukidars' beats can be marked off for each thana, and a list, for the same area, of every village and hamlet should be prepared by the police, in consultation with the Deputy Commissioner. In sending up these lists to the Provincial Superintendent, the district officers should add a return showing the number and class of persons he can nominate as

supervisors and enumerators respectively. In the Assam Valley the census blocks of 1881 have been adopted to a considerable extent for the Gamburá's circles; so that with the aid of the mauzah map the partition will be comparatively easy. The list of persons available for census duties, official and others, should be sent up, as in the case of the Surma Valley returns, with the circle or sub-divisional register of villages and hamlets. In Hill Tracts there can be little territorial demarcation, but the blocks will be arranged either by villages or by headmen's jurisdictions. In most cases the local return prepared for house or poll taxation can be made into a census register for the purpose of enumeration. These operations should be begun as soon as possible, and finished by the 1st of October, when the numbering of the houses in all but the Surma Valley and the Hill Tracts will have to be begun. This task, with the check exercised by Deputy and Assistant Commissioners, will probably last for about three months, or to the end of December. It will be carried on in the same way as in 1880-81, care being taken to prevent the loss of ticketted numbers noticed on that occasion. In the Surma Valley the numbering must be done during the preliminary record, as no agency is available but that specially engaged for the purpose. The general definition of a house can be applied in the Surma Valley, but in parts of the northern and eastern tracts some local rule must be made, such as numbering by "Borghur" or the family cooking, dining, or sleeping room.

* It was found very difficult to apply any general rule here.

(*b*) *Agency.*—As there is considerable deficiency in Assam of men who are competent to serve as enumerators, the arrangements for providing this agency will have to be begun some time in the rains, specially in the Surma Valley, where there is little or no village organisation. In cases where men are entertained for the purpose, it is proposed that they should be employed from the beginning of the preliminary record until the completion of the totalling after the census. The civil courts will probably be closed for three, and the schools for ten, days before and after the census, respectively; so that all the available agency may be at liberty for census work. In the Hill Tracts use will be made of the headmen of the tribes as before, and they will act as guides to the census officials as well as rendering aid in the actual enumeration.

(*c*) *Supply of Schedules, &c.*—It is advisable that all the Bengali, Assamese, Hindi, and English printing should be done in Calcutta. The Bengali and Hindi headings used in Bengal will do for the Assam schedules, but a separate edition in Assamese is required. The Khasi schedules, which are printed in the Roman character, can be arranged for locally, and probably the Manipuri also. It is necessary to have the supply sent up both Valleys during the rains, as carriage is then cheap and easy, whereas when access by boat becomes impossible a heavy charge on account of coolie-hire is inevitable. The Provincial Superintendent will arrange for this with the Superintendent of Government Printing, Bengal, specifying, at the same time, the stations where the consignments are to be landed. At the time of sending the translation of the Assamese headings, he should also determine the number of schedules which can most conveniently be bound into each enumeration-book. It seems that two sizes, 25 pages and 60, respectively, would be most useful. The indents from the districts should be applied for along with the register of houses early in May, and communicated to the Press Superintendent through the Provincial Superintendent. A stock of books of all sizes to meet emergencies will be kept in Gauhati and Sylhet, respectively, and provisions for boat schedules, enumeration tickets, and certificates of appointment should be made in the same manner.

(*d*) *Preliminary Record.*—It seems that this was very imperfectly supervised in 1881. It is proposed on the present occasion to allow from the 15th January to the 15th February in rural tracts, and from the 1st of February to the 15th in towns. The supervision intended to be exercised during this period is local, not merely of the record. House to house inspection and comparison with the entries in the enumeration-book are absolutely necessary in order to secure accurate enumeration. The inspection of the entries alone is merely of use in judging how far the enumerator has learnt his instructions, and he might fill them in without even leaving his own house, if he was certain they would never be compared with the actual facts. The remarks at page 21

of the Report of 1881 should be perused in connection with this point. It is advisable that all test should be completed before the census, and not during the interval following it, whilst the enumeration-books are being collected. In order to allow more leisure for these duties, the revenue subordinates can probably get their land records prepared before the house numbering is started, but on this and cognate administrative questions local orders will be issued as occasion requires.

(*e*) *The Census.*—The final revision can be undertaken at nightfall throughout the plains, but must be spread over the day time of the 26th and 27th February in the Hill Tracts closely bordering the plains, and over a period of three weeks, between the 1st and 26th of February, in the wilder parts of the country, where the population rarely leaves its native forests.

(*f*) *Special Tracts.*—These have been mentioned above, and consist mainly of the hills where the country alone makes the task difficult, and of those where the tribes inhabiting them are more backward and mistrustful. In some cases the missionary establishments can render valuable service; in others the work must be undertaken on an admittedly rudimentary basis. It is not proposed to have any preliminary record where the enumeration is spread over more than two days. As to the Lushai country, all that can be expected is a registration of houses and tribes, possibly in some detail, but without any information as to age, occupation, or even sex. The registers prepared in the Shán States on this side of the Salwin by Lieutenant Daly may possibly serve as a pattern, and their scope will be communicated, when the information is available, to the Chief Commissioner of Assam. The rules for the enumeration of boats will stand much as in 1881. There remains the question of the census of the tea plantations, and this should be dealt with in a special circular letter of explanation, so that the owners or managers of the estates may know exactly what they are being asked to do. The numbering of coolies' lines, of huts, and of other dwelling-houses on the estate, for instance, evidently requires explanation and help. The record of the birth places of coolies employed there can be ascertained beforehand by reference to their agreement, and the head native employé can be easily instructed in the duties of enumeration by a district officer or his assistant when on a tour of inspection. It is recommended that the schedule for the European or Eurasian families residing on the estate should be separate from that to be filled up for their servants and the rest of the natives under them. The through steam-boats might be treated as trains on a railway, and passengers disembarking might be asked whether they had been enumerated before they went on board, and enumerated if they had not. The permanent crew might be enumerated on board and the schedule delivered at the landing place of destination.

(*g*) *The Enumerators' Abstract*—Is dealt with in the general remarks. It should be kept open to include all the boat population and the returns from the hill tribes, but in other respects should be prepared, checked, and compiled as quickly as possible. If all the enumerators under the immediate direction of the supervisor be unable to perform this duty, the best of them should be brought to the tehsil or thana head-quarters to work under close supervision till a correct result is obtained.

(*h and i*) *Abstraction and Tabulation.*—The main difficulty is want of agency. About 250 men seem to be the maximum that can be expected. In Shillong the accommodation available last time can no longer be had; and as the charges on account of lodging and food are higher there than in the plain, and there is no resident clerical population to make it worth while to bring the records so far, it seems advisable to have the officer at Gauhati. Whether a building is available, or whether the men are to be located in large flats moored to the bank, is a question to be decided by October next. If there is any chance of getting a supply of some 150 men at Dhubri, as well as those at Gauhati, it will be worth while having an additional office at the former place, provided accommodation can be found for them and a good Deputy Superintendent be appointed. It is suggested that the Sylhet and Cachar schedules should be brought by the abstracting establishment in one of the flats abovementioned, and this arrangement would save time and cost of carriage. If no more than 250 men be found for the work, it will probably be necessary to modify the

system of abstraction proposed at the Conference, and allow more dictation but maintaining the independent totalling. This is a detail, however, which must be considered when the work is more advanced, and the probable strength of the abstraction office ascertained. At the same time, the arrangements for the office-room, the records, and the superintendence of the abstraction and tabulation should be completed some time in January, so that the men selected as the superior officers can join immediately after the census has been taken.

(*j*) *Compilation.*—If establishment be found, it is advisable to begin tabulating about a month after abstraction, and to compile the tehsil or thana totals, as soon as these last begin to be passed as correct, but this procedure must also depend on the strength of the abstracting staff.

No. XXVII.

BENGAL.—(C—1).

(*a*) *Settlement of areas.*—Mr. Bourdillon's Registers A. and B. are available for reference, and the Boundary Commission maps are brought up to date. Charges will probably be much the same as in 1881. Circles and Blocks need revision, especially in towns. The system of maps and registration of buildings observed in 1881 worked well, and should be followed, accordingly, on this occasion. The work should be started in May, and Block-lists written out in November and December.

(*b*) *Agency.*—Unpaid agency for enumeration was largely used at the last Census, officials being appointed supervisors. The only suggestion offered in connection with this part of the operations, is that the proportion of supervisors should be slightly increased.

(*c*) *Schedules, &c.*—An account of the number actually used is said to be on record for each district. On this the estimates can be based, with due allowance for the increased number of houses. Paper and printing offer no difficulties, but Mr. Bourdillon recommends a larger supply of Kayathi forms for Behar, in place of Nagri.

The whole of the indents should be available for issue to supervisors by the 1st of November.

(*d*) *Preliminary record.*—Mr. Bourdillon recommends the 1st of January as the earliest date for beginning this in rural circles, and would have it all over by end of that month. In towns, the dates fixed might be somewhat later to avoid much subsequent correction.

(*e*) *The Census.*—Except in some of the Hill tracts, there will be no difficulty in taking the Census at night. The arrangements for check and scrutiny should be much the same as in 1881, and after the Census the supervisor should only get corrected the errors apparent on the face of the schedules as he examines them when brought in by the enumerators.

(*f*) *Special Arrangements.*—Mr. Bourdillon considers the system of enumerating the people in boats, &c., on the rivers worked well, and proposes no modification. The examination of passing boats was continued for three days after the actual Census, and this period will probably be sufficient on this occasion. The Tipperah State will not, he believes, present difficulties similar to those he experienced in 1881, which were due to special circumstances, nor does he anticipate any disquietude amongst the Sonthals or hill tribes of Orissa. The same schedule can be used throughout these tracts that is prescribed for the rest of the Province, but in special cases, the Local Government may think it advisable to order certain columns to be left blank, as is proposed for corresponding tracts in Madras and the Central Provinces.

(*g*) *The Enumerators' totals.*—Mr. Bourdillon advocates the use of a "Fly-leaf abstract," to be filled in by the enumerator, checked by the supervisor, and removed when the book reaches the abstracting centre. The main points to be noticed in connection with this totalling are (*a*) that it should, on this occasion, be made absolutely correct for each book; (*b*) that it should be so simple that an hour or two may suffice to prepare it, and (*c*) that the supervisor should

send it to his superior officer as soon as possible. Where the boat population is numerous, there will necessarily be some delay, but the Provincial Superintendent should devise means of supplementing, by subsequent returns, the totals first compiled.

(*h and i*) *Abstraction and tabulation.*—Looking at the very large numbers to be dealt with in this Province, it seems necessary to decentralise the work more than was done in 1881, so as to shorten very materially the time spent in abstraction and tabulation. It does not appear advisable to work with district offices as is proposed for the neighbouring Province to the north-west;* but there seems to be good grounds for not concentrating the work more than by Divisions, as is done in the Punjab. With Divisional offices it will probably be practicable to supply the Provincial Superintendent with firstrate supervisors, so that with the aid of his personal travelling staff of trained checkers he can keep the work uniformly up to a high standard of accuracy and despatch. In any case, he should be authorised to put small establishments in training for each branch of work shortly before the Census, and as far as possible train his office supervisors in the same way. Some difficulty may be experienced in conveying forms and schedules to the offices, but with plenty of time allowed before the Census, and starting after it with the district nearest the office, material delay should be avoided.

* This was left, however, to the Superintendent to arrange for.

(*j*) *Compilation.*—This will, of course, be undertaken by a special staff at the head-quarters of the Superintendent who will make his own arrangements as to the order in which the work should be sent him from the Divisional offices.

(*k*) *Calcutta city.*—Mr. Bourdillon is of opinion that a special officer should be placed in charge of the operations in the city and suburbs; and this course seems the only one open, as the work of the Mofussil is far too heavy to admit of more than general control of the city arrangements by the Provincial Superintendent.† It appears that the arrangements for ascertaining and demarcating Census Divisions are better now than in 1881, and if otherwise not open to objection, the appointment of a single head for the Census of City, Suburbs and Howrah seems advisable, so that uniformity may be ensured throughout the whole metropolitan area. As regards dates, the 1st of December should be the limit within which circles and blocks should be registered and the houses in each tentatively numbered. Check and test might run on through January, and the preliminary record be taken in the beginning of February, or even a little later, as with a sufficiently strong staff, ten days should be enough for this task. The supervisors in 1881 provided the enumerators for their circles, and this plan is recommended for adoption again on this occasion. The rules under which the harbour Census was taken were also found to work well. The main difficulty, found in 1881, defective survey, is not, Mr. Bourdillon thinks, likely to recur, so that what is required is active supervision and plenty of time spent over the preparations.

† For the beginning of the work, however, no one was appointed.

No. XXVIII.

BERAR.—(C—2).

(*a*) *Distribution of Census Divisions.*—Charges will probably remain as in 1881, and circles, except in the larger towns, will need little readjustment. The maps prepared in 1881 will probably serve for circles, if not for charges. Maps of Wun and part of the Melghat are possibly by this time available. Mr. Kitts recommends the preparation of maps for circles where such are not already on record. The partition of the Tehsil into blocks and circles should be made during the rains, or between June and October. House-numbering should begin at or immediately after the the Diwali. This entails the speedy revision and issue of circulars corresponding to Nos. VI, VIII, XII and XV of 1881, parts of which require modification to suit the rules for 1891.

(*b*) *Agency.*—Mr. Kitts lays much stress on the point mentioned in the penultimate paragraph of the general remarks forwarded herewith, namely, the advisability of recognising more definitely the value of services gratuitously rendered as enumerators and supervisors. Otherwise he con-

siders that efficient and willing co-operation on the part of non-officials will not be obtained. This opinion is shared by others engaged in the operations of 1881, and is worth serious consideration. It is suggested that the Civil Court and the school holidays might be fixed with reference to setting free men for census purposes, both in Berar and in the Central Provinces. The blocks in Berar were very compact and manageable in 1881, and the average of 45 houses is probably as convenient for abstraction as any standard that can be adopted.

(*c*) *Supply of schedules, &c.*—The whole work will be done in Marathi, and the schedule-books had better be prepared, accordingly, in Bombay. The headings of the form will probably be uniform in both Provinces, but the instructions and sample schedules should be separately drafted. The forms for house-registration should be supplied during May and June; and the block-lists with the schedule-books, by the middle of October, so that between then and the end of the year the lists may be ready for the enumerators' use. A few schedules were filled up in Telugu in 1881, and if such is likely to be the case on this occasion, the supply can be procured from Madras or Hyderabad, provided that the instructions coincide with those issued for the Province. The English schedules will be probably sent from Calcutta. Abstraction and tabulation forms in Marathi will be procurable in Bombay.

(*d*) *The preliminary record.*—The first of January is perhaps the earliest date on which this should be begun in rural circles, and the 15th would be still more convenient, provided it leaves time for scrutiny. In towns, Mr. Kitts thinks the 1st of February a suitable date, and this corresponds with recommendations for several other provinces. In connection with this subject it may be mentioned that special care seems to be required in Berar, as in the neighbouring districts of Bombay, to get a complete record of Jains, who are sometimes returned as of a separate religion: at others, as a sect of Hindus. The special column drafted in the standard schedule in conjunction with suitable provincial instructions to supervisors will meet this difficulty. As regards the duty of the latter, it is advisable to prescribe that all possible instruction, scrutiny and correction should be completed by the date of the census, and that after that date the books should be examined, totalled and sent to the charge head-quarters without delay. This practice differs from that observed in 1881, and is considered preferable to the latter by Mr. Kitts, as well as by the rest of the Members of the Census Conference.

(*e* and *f*) *The Census, &c.*—Special remarks are not needed in connection with this, beyond noting that the revision of the record in Melghat and one or two other subdivisions will probably have to take place during the day time, either on the 26th or the 27th February. The Railway census offered no difficulties, but arrangements should be made for the transfer of the schedule for railway areas to the District Officer concerned, directly the census is over, by the local charge Superintendent, and not through the head office in Bombay. This point will be mentioned to the Agent, when the general rules for the Great Indian Peninsula Railway census are under consideration, by the Provincial Superintendent for Bombay.

(*g*) *Enumerators' totals.*—It will be seen from the general remarks that much more importance is attached to the preliminary abstract on this occasion than in 1881, and it is proposed to devise means of making the totals of houses and of population by sexes complete and accurate. For this purpose the Provincial Superintendent should draft rules for efficient addition and check, under the immediate eye of the supervisor, who should arrange to send up his circle total without delay, for compilation.

(*h* and *i*) *Abstraction and Tabulation.*—For Berár it appears desirable to form one Central Office, and Mr. Kitts found Akola the most convenient locality. Under the system proposed on this occasion it will be necessary to partition off the accommodation in such a way as to keep each branch entirely distinct, and prevent all communication except through the Superintendent of the working establishment. Mr. Kitts thinks there will be no difficulty in doing this, provided arrangements are completed before the office opens, and the Superintendent is a thoroughly efficient man. The strength of the establishment should obviously be as high as can be properly supervised and kept in check.

(*j*) *Compilation.*—This will probably be carried on in the same office as abstraction and tabulation, under the immediate eye of the Provincial Superintendent, who will make his own arrangements as the work progresses.

Mr. Kitts has been been six years away from the Province, but has retained, apparently, a clear recollection of the operations he controlled in 1881, and will no doubt answer any references on matters of detail brought to his notice.

(No special note was issued on the arrangements in Bombay.)

No. XXIX.

BURMA—(C—4.)

(*a*) *Distribution of Census Divisions.*—It appears that for Upper Burma the same system as was observed in 1881 for Lower Burma will be adopted. July and August are the months when house-lists will be available. As far as possible sketch maps, showing the relative positions of hamlets and other groups of homesteads, should be provided. The boundaries of the Province are indefinite in certain directions, especially in hill-tracts bordering on semi-independent States, and require some settlement for census purposes.

(*b*) *Agency.*—The village and circle agency will be employed in the same way as in 1881. Non-officials of a corresponding class of attainments can be enlisted, but their instruction should be conducted in a systematic manner, and their comprehension of the schedule well tested beforehand, in rural as well as urban circles. The Provincial Superintendent should draft a general rule on the subject.

(*c*) *Supply of Schedules, &c.*—The paper required can best be supplied from Calcutta and the schedules and other forms printed at Rangoon. On the last occasion the schedule was printed on one side of the paper only, but on this occasion there seems no reason why the standard form should not be adopted. If there be any difficulty in printing in Rangoon during the rains, a push should be given to the work during April and May, and the supply for Upper Burma snipped off before the damp can affect the work. English forms will probably be supplied from Calcutta. Efficient arrangements for storage should be made during April and May.

(*d*) *Preliminary record.*—This should not be begun in most parts of the Province before the 1st of January, and it should be completed during that month. Mr. Copleston thinks that the house-list should be copied into the schedule books between October and December, and that the schedules should, as far as possible, be numbered before being given out to the enumerators, leaving the latter as little to do as is found practicable. It is clear that the subject is one requiring a good deal of personal attention on the part of the Provincial Superintendent, or punctuality will not be observed.

(*e and f*) *Census, &c.*—The Hill tracts, coast-islands and the forests must be exempted from a night census, as in 1881, and special arrangements for extending the enumeration over two or more days will have to be made. Troops in outposts or on the march will be dealt with under special rules. The arrangements for the census of the boat-population were elaborate and seem to require but little modification.

(*g*) *Enumerators' totals.*—These were taken at the abstraction office in 1881; but, in order to avoid delay, it is advisable for the Provincial Superintendent to arrange for at least a district, if not a sub-divisional, compilation on this occasion, the safeguard being independent successive totalling under very simple headings.

(*h and i*) *Abstraction and tabulation.*—Mr. Copleston is of opinion that no system is practicable but that of a central office at Rangoon under the immediate eye of the Superintendent, with efficient subordinates. The agency would mostly be drawn from the districts, and it is desirable to have the strength of the establishment raised to the highest controllable limit, in order to get the bulk of the work over before July, when sufficient accommodation may be difficult to obtain.

* The Provincial Superintendent not having joined before the monsoon, this expedition in the arrangements was not attained.

There is some difficulty expected in connection with sufficient accommodation, and this should be prevented by due arrangements beforehand. It is essential, first, to have the different branches of so large an abstraction establishment kept entirely distinct from one another, and, secondly, to see that abstraction, test and tabulation progress uniformly, so as to get the best work out of the establishment before the men are impatient to get back to their homes, as well as to have a large field for transferring men to the class of work for which they seem best suited. The Burma compilation was finished long before that of any of the other provinces in 1881, but the doubling of the population and number of territorial units to be dealt with on this occasion entails much more attention than before to the constitution and working of the central establishment. Above all things, the Superintendent should be provided with thoroughly trustworthy Branch-supervisors.

(*j*) *Compilation.*—The Superintendent will make his own arrangements for this work, which, as the whole of the operations of the census will be centralised immediately under his eye, can proceed concurrently with tabulation. The difficulties regarding classification which arise when offices are separated will not, of course, occur in his case. When once the system has been settled in detail, its application to each list will be referred to him as the totals are certified.

It was not definitely settled, in consultation with Mr. Copleston, what provincial tables are likely to be required, the only one mentioned referring to domicile, or "habitual residence."

No. XXX.

CENTRAL PROVINCES.—(C—5).

(*a*) *Distribution of Census Divisions.*—The main difficulty in connection with the preliminary arrangements is the substitution of some agency for the Patwaris, who are nearly all engaged in many districts in settlement operations; but Mr. Drysdale thinks that these officials will be available up to the 1st of November for census work. He recommends that the registration of villages, hamlets and outlying homesteads should be begun before the rains, and that the partition into Blocks and Circles should be made between June and August. It is advisable to have sketch maps of circles made out as soon as the Tehsil or charge maps have been revised and brought up to date, so that the supervisor can go over every portion of his circle and register every collection of houses in its proper order. This work should be carried out systematically under the guidance of a general circular to be framed by the Provincial Superintendent, but details will probably be left a good deal to the district officer. At the same time more uniformity of practice than was observed in 1881 seems advisable as regards house-numbering. Mr. Drysdale thinks October will be the most convenient time to begin, so that November and December may be spent in testing and checking the lists. The standard definition of a house seems to be inapplicable only in the Chhattisgarh Division, where, in order to retain the means of comparison with last census as well as to bring the numbers into something like uniformity with those in the adjacent districts of Bengal, Mr. Drysdale proposes a system of sub-numbers for enclosures, which in the latter tracts would be treated as single houses. The question is no easy one to settle, and the above proposition will meet the special difficulty under consideration. In other parts of the Province difficult cases should be met by special rulings by the Superintendent. Changes in numbering after the middle or end of December, however, must be as much as possible avoided.

(*b*) *Agency.*—Assuming that the Patwaris will be available for registering houses and writing up Block lists to a great extent, the difficulty about replacing them will begin about December, whilst in January and February it is only in the districts already settled that their aid can be counted upon. Mr. Drysdale suggests, and the recommendation has been already made in the case of Berár, that Schools and Civil Courts should close for their vacation in January; so that not only will additional agency be available, but Tehsildars will be relieved from civil work, and thus have more leisure for outdoor inspection. In

a short-handed Province the proposal seems reasonable, as it is known from experience that enumerators will not be able to learn their work with only a day or two of previous instruction, and the longer they are trained beforehand the more satisfactory is their record on the night of census. The method of instruction best adapted to such agency is that of practical example, followed by some of the Deputy Commissioners in 1881. Classes should be held of supervisors and enumerators respectively, and finally of both together. In Zamindaris Mr. Drysdale points out that operations will be facilitated on this occasion by the increased prevalence of Government management, under which the officials in charge can adopt fully the system prescribed for territory directly administered. Their enumerators, accordingly, can be trained with the rest.

(*c*) *Supply of schedules, &c.*—As nothing but small miscellaneous work can be done locally, the bulk of the forms will have to be supplied from elsewhere. It will probably be found convenient to get the Marathi work done in Bombay, the Hindi at Agra or Calcutta and the Uriya in Calcutta, which will also supply the English schedules. The small quantity of Telugu required can be easily got from either Madras or Hyderabad. The Provincial Superintendent should see, of course, that the character and the translation of the headings and, in the case of abstraction-sheets, the figures, are such as will be most easily read and understood respectively, by the enumerators and abstractors. A fair supply in addition to what is to be used at the preliminary record is recommended by Mr. Drysdale, who found it necessary on the last occasion to have a good deal of fair copying prescribed. As regards type, samples have been recommended to be sent to Mr. Drysdale for opinion when the distribution of the Hindi work has been finally settled. In Marathi and Uriya the type is probably uniform throughout Bombay, Orissa and the Central Provinces. No special schedule for forest tracts is considered necessary, as almost all can be enumerated in full detail.

(*d*) *The Preliminary record.*—This should be carried out early in the month of January, except in the larger towns, where it can be left till the 20th of that month, or even later, if necessary. Probably, however, the movement of the population therein is not very considerable in those months. By making due arrangements beforehand, the delay in some of the Zamindaris that occurred in 1881 can probably be avoided. The main difficulty seems to be in the provision of an adequate number of thoroughly competent supervisors, as well as of enumerators, so that by allowing a month for the record, this want can be fairly met.

(*e and f*) *The Census, &c.*—A night census is practicable throughout the Province, except in the hill districts, where Mr. Drysdale suggests that the final enumeration should be taken on the morning following the prescribed date. Considering the circumscribed area within which the population of such tracts is accustomed to move, it may be convenient and safe to allow the day before as well as the day after for the purpose in specially difficult blocks. The railway census will be discussed with the Agent for the Great Indian Peninsula line in Bombay by the Provincial Superintendent there, and at Nagpur, by the Central Provinces Superintendent, in the case of the Bengal-Nagpur line.

(*g*) *Enumerators' Totals.*—With agency such as that in question the abstract to be made by the enumerators must be as simple as possible, and the Provincial Superintendent should see that proper provision is made and carried out for obtaining correct totals, complete for each Block. Probably in open and settled districts, the supervisor can undertake the compilation, but in forests and hill tracts, it may be safe for the books to be brought to the Charge-Superintendent and totalled by special agency, or by the supervisors themselves under his control. Independent totalling by two men and a third as referee, is probably the best mode of dealing with this abstract.

(*h and i*) *Abstraction and Tabulation.*—It is advisable to concentrate this into a single office at Nágpur, now that the Eastern districts are connected by railway with Head-Quarters. A certain proportion of officials, such as Patwaris, should be provided from each district, to explain local terms, irrespective of their greater efficiency in the actual work of abstraction. The Provincial Superintendent should suit his establishment-strength to the supervision he can obtain, and make both as large as possible. Accommodation should be provided

in February, and arrangements made for separating each Branch of abstraction from the rest. When abstraction is once fairly started and the testing arrangements work efficiently, tabulation should be begun, so that with three departments at work, the Superintendent can draft men about, as they seem to work best, from one branch to another. Assuming that a competent staff of Uriya-speaking men can be drafted into Nágpur by rail, the translation of the Nimádi and Telugu schedules ought to be managed by the ordinary staff recruited from the districts where those vernaculars are used.

(*i*) *Compilation.*—Needs no remark, as it will be conducted in the same centre as the preceding operations, so that all questions of classification, &c., can be dealt with by the Superintendent on the spot. It is not mentioned in these notes whether any special Provincial tables are required or not. If any that may be prescribed entail additional abstraction-sheets or registers, they should be drafted before October, when printing of the latter will begin.

No. XXXI.

COORG.—(C—10).

The distribution of Census divisions will probably follow very closely that of 1881, smaller blocks being assigned to the enumerators where agency is available. The census should only be taken in the day time when a night visit is impracticable. The schedules will be procurable from Madras, but it is advisable for the local Superintendent to draft and circulate sample schedules specially suited as regards caste, occupation and phraseology, to the district. The Block-books should be ready for use in November, and in that month and December the supervisors and enumerators should be systematically instructed in the details of their duties. The preliminary record of entries in the Block-books should be undertaken in January, and fully scrutinised before the census. As regards plantations, the experience of 1881 in Coorg and elsewhere, points to the necessity of having a native enumerator to take the census of all natives living on the estate, acting under the orders of a Census Officer, but with the aid of the Manager. The Europeans and Eurasians on the estate should be provided with the special schedules for those races, and should fill them up for themselves and their families only, as their domestic servants should be enumerated by other agency. It will be advisable to have a special scrutiny made of all such schedules immediately after the census, when errors can be at once corrected.

The enumerators' abstracts should be made as simple as possible, and by means of re-adding and testing on the spot, the supervisor should give in a perfectly accurate circle total. On compilation of all these abstracts for the Province, the Superintendent should communicate the results without delay to the Resident. Meanwhile, the Block-books should be collected and indexed for abstraction. This latter process ought to begin on the 1st of March. Accommodation, furniture, stationery, and blank forms should have been provided by the date of the census, and arrangements made for custody and issue of the records and for supervising the working establishment. This last should include as many officials as possible, and the maximum strength that can be supervised efficiently, should be maintained. About three months should suffice for abstraction and tabulation.*

No. XXXII.

MADRAS.—(C—6).

GENERAL REMARKS.—(*a*) *Distribution of Census Divisions.*—As far as agency is found available, the Circles and Blocks would be better if made smaller. The average of both in some districts in 1881 was considerably higher than a single man can undertake to work thoroughly. Mr. Stuart thinks that there will be no difficulty in getting additional men in the South-Eastern Districts, but fears that in the Northern coast tracts it will be almost impossible to materially reduce the size of the Blocks. Some improvement will result

* It has since been proposed to have the Coorg tables prepared in Bangalore.

from the practice, which has been recommended, of assigning more than one book to Blocks of over 40 houses; but this modification affects merely the abstraction, and leaves untouched the question of the original efficiency of the revision carried out on the date of census. In some cases, too, though mostly n towns, it will be found comparatively easy to get two enumerators, in place of one, for the final revision, if not for the preliminary record. The point is one which the Provincial Superintendent can take up as soon as he places his programme of preliminary arrangements before the district officers. The village and house registers, on which the partition of Circles and Blocks will rest, should be taken in hand in May or June, and the numbering by the Karnams tested, towards September and October, when Register I has been passed by the Collector, before final incorporation in the supervisors' and enumerators' lists. These last will be written up between October and December. The returns of 1881 will probably be useful as a guide in regard to the total area of each district, subject to corrections made during the last 8 years by the Survey Department.

(*b*) *Agency.*—It has already been suggested that this should be numerically increased for enumeration and supervision. On the last occasion most of the men engaged were unpaid, and in 1891, also, no doubt the same practice will be found possible. By careful and systematic instruction of enumerators and supervisors beforehand, and test of their work during the preliminary record, it may be possible to complete so much of the census that a sufficient number of extra hands can be engaged for from 3 days to a week only, merely to bring the Block-books up to date at the time of census.

(*c*) *Supply of Schedules, &c.*—It has been proposed to have the vernacular schedules (except Uriya) printed at Madras on paper supplied from Calcutta; but as Tamil and Telugu type is now available at the latter place, the question is mainly one of rates. The translations of the headings and instructions will, necessarily, be done in Madras, but care should be taken to have the versions colloquial enough for the comprehension of any class of enumerator that it may be found necessary to employ. The Provincial Superintendent will probably find it advisable to consult district officers on the subject. It is not yet ascertained whether Kanarese and Telugu work for the States of Mysore and Hyderabad respectively will be done locally, or whether application will be made to the Madras Government for aid in regard to it. English schedules for Europeans and Eurasians will probably be printed at Calcutta for all Provinces supplied from that place with paper*. For hill tracts and Feudatory States Mr. Stuart considers the ordinary schedule applicable; but in some cases he would have the enumerators instructed to leave blank certain columns, the information for which it is considered undesirable to require in the tracts in question. Printing of schedules should begin as soon as possible after the 1st of April, and be completed, and the Schedule-Books issued by the 1st of October.

(*d*) *The Preliminary record.*—Assuming that each Block will be finally numbered and provided with its Schedule-Book by the middle of December, the preliminary record should begin in January in rural tracts, and be completed by the end of that month. In towns, where there is much trade or movement of the population, the 1st of February is not too late for beginning, provided that all is over by the 10th day before the census, so as to allow time for full scrutiny and correction. It should be prescribed that all such check and revision must be done before, and not, as in some cases in 1881, after the census, as correction is much easier with the full official staff engaged than it will be when routine has resumed its ordinary course, and the high-pressure of census interest has been relieved.

(*e and f*) *The Census, &c.*—On railways and in the city of Madras the enumeration will take place on the night of the date fixed. Elsewhere, it is recommended to have it carried out on the morning after. This point has been dealt with elsewhere.† The rules for cantonments, ports, canals and backwaters are said to have worked efficiently on the last occasion, and will serve, accordingly, with some modification, in 1891. The area in which the enumeration was spread over several days will probably be restricted to the

* The printing of English and Uriya forms for Madras or of Kanarese for Coorg was subsequently assigned to Madras.

† Finally the Local Government prescribed the night census, as elsewhere in India.

hill tracts on the east coast, and perhaps to a few forests in Malabar. Elsewhere, the enumeration can without difficulty be completed during the day following the census night. The Laccadive Islands will be treated as in 1881, and the returns added to those of Malabar. As regards Puducottah, the arrangements will probably be the same as in the surrounding British territory. Travancore and Cochin were not brought under the general scheme in 1881; and it appears desirable that on this occasion they should both adopt the British Indian schedule and procedure, in consultation with the Provincial Superintendent, who should incorporate the tables for these States in his report, as is done elsewhere for feudatories not immediately under the control of the Supreme Government.

(*g*) *Enumerators' Totals.*—Much more importance is being attached on this occasion than on last to the preliminary totalling made under the supervisor's eye, before the books are returned for abstraction. The standard form has purposely been made as simple as possible, in order that there may be no reasonable difficulty in getting it correctly filled in. The Provincial Superintendent should draft his rules on the subject with the end in view of getting a checked and tested total of houses and people by sexes, within the shortest possible interval after the census. The abstract, compiled into circle totals, should, of course, be filed apart from the schedule-book when the latter is in use for abstraction, so that the totals should not be known to the working establishment.

(*h and i*) *Abstraction and Tabulation.*—The sheets and registers should be printed between October and January, and ready for use at the abstraction centres by the date of the census. The office establishment, or at least the supervisors and record-keepers, should be at their posts immediately after the census, to receive schedules and arrange for the working-establishment. It seems that accommodation and establishment for all Tamil and Telugu work can be provided in Madras itself, on the understanding that a few men of experience are sent up from each district to act as Room-Inspectors and referees on matters of local detail. The abstraction must be as far as possible specialised, particularly in so large an establishment, each branch working on a single sheet, and no branch having communication with any other, except through the supervisor. The accommodation available should be arranged in accordance with this system. Uriya work must be brought to Madras, as there is no means of abstracting it in the Northern districts. Some official of position and experience should be deputed to supervise the translation of these schedules, which can then be dealt with by the ordinary gangs of abstractors.* As regards the Malayalim work there seems no objection to having a local office started wherever there may be accommodation for 300 or 400 workers. Beypur or Pálghát have been suggested, since Calicut presents difficulties as to office-room. The Branch Office should be on the line of rail, so that it can be reached without loss of time by the Provincial Superintendent. The Kanarese work presented much difficulty in 1881, and it is not proposed to bring men to Madras for it. The coast being inaccessible by sea during the monsoon, and difficult to get at without a lengthy journey at all times, a Branch Office should be established above Ghâts, provided that men can be obtained there who can read the coast character. Mr. Stuart recommends Bangalore, where probably accommodation and establishment are available, and the journey from Madras permits of frequent inspection. The Local Government might, if it favours this proposal, arrange without difficulty through the Resident for carrying it out. The efficient working of all these offices depends entirely upon the quality of the supervising agency allowed to the Superintendent, who can himself exercise little more than the duties of an Inspector-General and test the work of abstraction by means of a travelling personal establishment of picked men. The man in local charge must, therefore, be an official of position and energy, and for the Madras offices more than one is advisable, as the physical strain alone of controlling a large establishment is very severe; and, in order to get the bulk of the work done quickly and to have tabulation progressing uniformly with the test of the abstraction, as large a working establishment as possible should be maintained.

(*j*) *Compilation.*—This will, necessarily, be carried out at the Superintend-

* A Branch Office at Trichinopoly for Tamil work was afterwards proposed.

ent's Head-Quarters, the branch work stopping at the completion of Tehsil Registers. The classification of castes and occupations will be conducted under the immediate supervision of the Superintendent, who, in the case of Madras offices, can personally dispose of references as the work progresses. It has not been yet decided what provincial forms are considered necessary. Any that entail additional Abstraction-sheets and Registers should be settled by October, when those forms are to be printed.

No. XXXIII.

NORTH-WESTERN PROVINCES AND OUDH.—(C—7).

(*a*) *Distribution of census divisions.*—Except in the larger towns, where municipal, suburban, and cantonment limits should be revised, the record of 1881 is believed to be fairly applicable in 1891, the blocks alone requiring a certain amount of re-adjustment. No difficulty, therefore, is anticipated in the partition of the districts into charges and circles. Some special notice of certain applications of the definition of a house in the case of the quarters of the low castes of villages is required. A file of the orders issued in 1881 is said to be amongst the records of each district, and on these the procedure this year can be based. The chief point in connection with these arrangements is to fix the date by which they must be completed, and to see that the forms for registration of houses and for lists of circles and blocks are in the hands of district officers in good time, or as soon after the beginning of May as possible. The general distribution of circles and blocks should be settled by October, and the house numbering and preparation of block lists can be undertaken and tested between that month and the end of December, by which time revision should be completed.

(*b*) *Agency.*—Little difficulty appears to have been felt regarding the provision of enumerators, and the supply of Government and Municipal officials for supervision was sufficient. The Provincial Superintendent should suggest a system on which these census officers should be instructed in the details of enumeration. That by personally conducted classes round conveniently situated blocks, or by casual enumeration of persons present on business at the office, have both been recommended.

(*c*) *Supply of schedules, &c.*—The printing arrangements are now under consideration. Paper can be got locally from Gwalior or Lucknow if the printing be done in the Province. The question of Hindi type and the translation of the instructions and of the headings of the forms should be taken up as soon as the form of schedule has been sanctioned by the Government of India, so that printing may begin in April, and all the block books be in the districts by the beginning of October. Abstraction sheets and registers can then be taken up and printed off by the end of January, as they will be wanted in the districts by the date of census at latest. English forms for Europeans, &c., will probably be supplied from Calcutta.

(*d*) *The preliminary record.*—This should begin in rural circles on the 1st January, and be completed, tested, and corrected by the end of the month. In towns probably the 1st February will be early enough, provided that about 8 or 10 days' interval before the census be left for scrutiny. On the last occasion a period for examination after the census was prescribed, but for 1891 it is thought safer to have all scrutiny and test over with the census, so that the supervision of the district officers should be concentrated on the work during January and February, leaving only the collection and registration of the block books to be done during the last few days of the latter month.

(*e and f*) *The Census, &c.*—The only places in which a night census is impracticable are a few hilly tracts in Garhwal and Mirzapur. With some minor modifications, the rules of 1881 regarding railways, cantonments, and travellers will stand. Private schedules may in certain cases be delivered to the enumerator in sealed packets, but the issue of such schedules should be restricted to the narrowest limits possible. The general rules provide for a separate enumeration by native enumerators of the servants of Europeans, and,

where there is a large colony of Christians, of whatever race, a European or Eurasian enumerator and supervisor is recommended.

(*g*) *Enumerators' Totals.*—These should be much more correctly prepared than in 1881, and the Provincial Superintendent should draft his rules so that the circle totals may be absolutely correct as regards houses, and persons by sexes. The preliminary detailed abstraction prescribed on the last occasion is superfluous, and the simpler the form of abstract required of the enumerators, the more likely it is to be accurate. The circle total should be appended to the bundle of block abstracts, and the latter removed from the books in the abstraction office, in order that as far as possible the working establishment may have no knowledge of the figures they have to work up to.

(*h and i*) *Abstraction and Tabulation.*—The system of district offices is recommended, and Mr. White is of opinion that with a proper selection of supervising officers, the results are more satisfactory in point of speed and accuracy than those to be obtained by greater centralisation. It is suggested that during his last tour of inspection before the census, the Provincial Superintendent should personally instruct the officials nominated by the district officer as District Superintendent, supervisors, and record-keeper of the district office. The forms for abstraction and tabulation should be in that office by the middle of February, or at latest by the day after the census. Arrangements should be made some time beforehand for accommodation, each working branch being separated as far as possible from the rest. Provision for records, petty stationery, &c., should also receive attention some time before the 1st of March, when abstractions can be started, through training classes, for the blocks nearest at hand. The inspection of the district offices by the Provincial Superintendent with his personal staff of checking-clerks is absolutely necessary. Tehsil registers, when the whole set is completed and certified, should pass through the district officer to the Provincial Superintendent, as should also lists of castes and occupations which may require local explanation or inquiry. If the supervising agency be sufficient, tabulation should proceed concurrently with test of abstracted work. A special establishment under the Provincial Superintendent will have to be entertained for the disposal of English schedules, and, considering the large number of military in the province, it will probably be found advisable to show in the tabulation the population of military lines apart from that of towns and civil stations.

(*j*) *Compilation.*—This will be conducted in the personal office of the Superintendent, and needs few remarks. Classification of castes and occupations, indeed of all varying entries, should be effected by alphabetical lists sent up, for such units, as the Superintendent may prescribe, from each district office, and as a rule should be deferred until at least a tehsil, if not a district, is completely tabulated in full detail.

It has not been decided what additional tables are required for Provincial purposes, if any; but if extra abstraction sheets are required for such tables the latter should be settled before October, when printing will begin.

No. XXXIV.

PANJÁB.—(C—8).

(*a*) *Distribution of Census divisions.*—Mr. Ibbetson considers that the registers of 1881 will provide a good basis for the partition of the districts into charges and circles, and recommends the use of maps for all circles throughout the Province. Where the block is compact, he would enlarge the standard to 100 houses or thereabouts, subdividing it between two schedule books, if necessary, for convenience in abstraction. The definition of boundaries in urban areas appears to need some attention beforehand. If suburbs be of a distinctively urban character, they are best shown under a sub-head as part of the town, like cantonments. As regards the definition of a house, it seems clear from the description given by Mr. Ibbetson that the 'enclosure' must be very largely recognised and thus the registers should include the family as the unit of record. Particular cases should be met, if of common occurrence to an extent to need notice, by special mention in the supervisor's instructions.

(*b*)—*Agency*. As a rule, Government officials of Rs. 30 pay and upwards were appointed supervisors. The rest of the agency was unpaid, but rewards to a liberal extent were afterwards made to those who had done their work notably well. Mr. Ibbetson considers this plan should be again adopted. He would discourage, as far as possible, the employment of men who can only write the Mahájani character. Schoolboys were found efficient at the census, whilst the patwaris did all they could of the preliminary record. Efforts should be made to employ officials not belonging to the district revenue staff on duties as near as possible to the place where they ordinarily work. The instruction of enumerators should be conducted on a system to be prescribed by the Provincial Superintendent.

(*c*) *Supply of schedules, &c.*—It appears advisable to have all heavy printing done outside the Province. The question of the distribution of the work is now under consideration, but Mr. Ibbetson thinks that it is impossible to avoid the use of lithographed instructions, as the greater number of the enumerators will not be able to read the printed Persian character. At the same time there appears to be a type in the Government of India Press in Calcutta called "English Persian," to which the attention of the Local Government may be directed, as it bears a close resemblance to the ordinary written character. The headings and instructions should be translated as soon as they are sanctioned by the Government of India. Meanwhile specimens of type from Agra Central Jail, the Superintendent of Government Printing, Bengal, and the Superintendent of the Government of India Central Press, Calcutta, might be inspected. Printing should begin in April, so as to have the books off the Press and in the districts by the beginning of October. House registers, &c., can probably be best provided by lithographic presses at Lahore, as can the schedules in hill dialects. English schedules will be supplied from Calcutta. The abstraction and tabulation forms should be printed between October and February, and distributed before the census. Several editions of sample schedules locally prepared are recommended for distribution in each division, according to local peculiarities of phraseology, caste, or occupation.*

(*d*) *The preliminary record.*—Mr. Ibbetson considers the 15th of January early enough to begin this record in villages and the 1st of February in towns. In this case the 1st and the 15th of February respectively should be prescribed as the dates for completion, so that there may be plenty of time for revision and correction. In other Provinces as a rule, the date proposed for beginning in rural tracts is the 1st January, allowing a month for completion, and prescribing test and examination during the progress of the work. The necessary prescription, however, is that of the date of completion.

(*e and f*) *The Census, &c.*—A night census is possible everywhere but in a few hill tracts and in the plains of the south-west of the Province. The case of the Trans-Himalayan regions of Lahaul and Spiti cannot apparently be treated otherwise than in 1881; but, if safe, it would be more satisfactory to have the census taken there just before the passes close than to keep the enumerators in the district till the passes open, perhaps six months after the census. The question is one in which the degree of movement amongst the population must be taken into consideration, and must be left to the local officials. The Feudatory States will probably adopt the same form and procedure as British territory. The rules of 1881 for railways, boats, and travellers will be again applicable with a few modifications. It is recommended that cantonments should be constituted a "charge" directly under the district officer in order to have the operations therein conducted on the same lines as those in the adjacent civil division and kept up to the prescribed dates.

(*g*) *Enumerators' Totals.*—The Provincial Superintendent should prescribe rules under which these totals can be accepted as complete and final, so far as the number of houses and of persons by sexes is concerned. They should pass from the tehsil to the district officer, by whom they will be forwarded to the Provincial Superintendent. Before the abstraction of the block book begins, it will be necessary to remove and separately record these totals.

(*h and i*) *Abstraction and Tabulation.*—The system of divisional abstraction and tabulation is again recommended, and it is probable that an eighth office can now be counted upon.† The selection of the staff for supervision and

* Only the Nágri printing was finally given out of the Province, and the rest was lithographed at Lahore. Pahád schedules were found unnecessary, and that Tibetan prepared locally.

† On the contrary, only six offices were proposed.

of the bulk of the working establishment is to be made by the district officer from his establishment. Mr. Ibbetson notes that with care this is the most successful method of manning the office, but that care was not invariably exercised in choosing the men. It would be well if the Provincial Superintendent, whilst on his visit of inspection, had a personal interview with each of the men proposed by the district officer for deputation on supervision duty, and partially instructed him in the duties he was expected to perform. Accommodation, stationery, and office furniture must necessarily be provided by the date of census, so that the work of training abstractors can begin immediately afterwards.

(*j*) *Compilation.*—Few remarks are needed, as this work will be conducted by the Provincial Superintendent in his personal office. He will prescribe the units for which the work should be sent up from divisional offices, and dispose of each list of castes, occupations, and other varying entries as it is submitted. It is not yet settled whether any special Provincial tables are required; but if any such entail additions to the abstraction sheets, they should be drafted before October, when the latter forms will be in the Press.

No. XXXV.

NOTE G—1890.

THE ENUMERATION-BOOK—(*Form and preparation*).

A sample-book as finally revised is herewith forwarded, and from it the Provincial Superintendents can judge of the general plan on which the standard has been prepared. A few remarks, therefore, on points of detail are all that are now required.

2. The *docket on the cover* should be drafted by each Superintendent. As a rule both the territorial and the special census divisions require mention for purposes of record after the census, when the book is passed rapidly from hand to hand during abstraction. It is also convenient to have a note or two for administrative use, during the preliminary arrangements. If the blocks be broken up into more than one book, the book should be numbered for the block. It will be found advisable to print on the cartridge paper rather than to affix separate labels.

3. The *first leaf* should be blank, as a protection to the instructions, whilst the book is with the enumerator or in transit between him and the supervisor.

4. The *instructions* to *enumerators* should be based strictly on the standard, though modifications in certain details will have to be introduced by each Superintendent in order to obtain uniform statistics from each province. The general arrangement of these instructions is as follows:—The administrative injunctions are printed first and are divided into two parts, showing what is expected of the enumerator up to and at the census, respectively. The term 'preliminary record' is preferable to that of 'preliminary enumeration' for general use, as some people have been found to infer from the latter that two distinct enumerations are prescribed, instead of a division of a single one into two processes; but the words "round" or "visit" seem more easily rendered intelligible to the enumerator. The third portion of the code relates to the schedule itself, and should therefore be printed entirely on the page facing the sample-schedule. The rules in this part are numbered according to the columns of the form, and in order to bring them more prominently to the notice of the enumerator, the serial number is quoted in the heading of those columns which most need supplementary explanation of the object and meaning of the information sought. In preparing their circular on the instruction of supervisors and enumerators, Provincial Superintendents should not omit to enjoin continual reference from the rule to the sample-schedule opposite. The standard code contains a good deal which is more suitable to the comprehension of supervisors than to that of enumerators, and a few points of detail of this class have been given in smaller type in the specimen book forwarded. It is desirable to trouble the enumerators with as little

detail as possible; but, on the other hand, it is essential that the rules for their guidance should not be so general that the application thereof to specific cases should rest too much on the discretion of this class of men. If they are, it is very probable that where supervision is weak or inefficient, a whole book may be found filled up under a misapprehension of the rules, when revision is either very troublesome or even impracticable, for want of time. Those Superintendents who attended the Agra Conference will recollect the number of cases adduced by each of their predecessors of 1881 in which these errors occurred and are likely to recur on the present occasion, and special notice should be paid to them in the detailed instructions for supervision during the preliminary record. Some of them may, perhaps, be mentioned here for the benefit of the Superintendents not present at the Conference. For instance, the religion of low castes and of forest tribes is often wrongly entered, the one as Hindu, the other as non-Hindu. Jains are called Hindus; so are Brahmos. The marriage column is left blank for infants, and in some cases for prostitutes, owing, in the latter case, to the use of the vernacular term meaning 'virgin' as a translation of 'unmarried.' In some cases, for reasons not very apparent unless it be from inefficient supervision, this column was not filled up at all. The return of mother or parent-tongue was left blank where an infant could not yet talk. The birthplace was often given by village or tahsil, and could not thus be traced. The ways of going wrong in the entry of occupation are obviously so numerous that accuracy is in some cases almost exceptional. The return on this occasion is more in consonance with Indian ideas, and may thus be more satisfactorily rendered, but great care is required in framing the instructions in connection with infants, women doing independent lucrative work, agriculturists, and above all, Government or Municipal service. As regards education, the error in 1881 was either in excluding all but those attending Government schools, or knowing a certain character such as Persian, or in the use of terms much resembling each other when hastily written. Also in the confusion between learners and literates where a person, though still under instruction, was able to read and write. All the above can be dealt with in the instructions to supervisors, and by special mention by Provincial Superintendents in their visits to district centres. Lastly, the rules in this third part of the instructions should not, as can be inferred from what was said above, extend over more than a single page of the book, and should be translated into the diction current in the class from which the majority of the enumerators are taken, and as simple as possible. For the Persian character two columns per page will probably be found more convenient than the four given in the English.

5. The *sample schedule* will be framed by Provincial Superintendents, who will use their discretion as to whether the entries should be such as are most common in the tract where the vernacular in question is spoken, or illustrative of the difficulties most likely to arise there. Perhaps the best way will be to reserve the latter for a special set of schedules to accompany the instructions to supervisors, leaving the standard schedule in the enumeration-book to consist of common examples only. The question of vernacular translations of headings is dealt with in paragraph 8 below.

6. The *enumerator's abstract* is best printed on the reverse of half of the sample-schedule, so that it can be removed and attached to the supervisor's circle summary, and filed subsequently by the Deputy Superintendent in charge of the abstracting establishment. The points to be noted in connection with this abstract have been already mentioned in remarks on provincial arrangements. For imperial purposes, the number of occupied houses, of males and of females is required, and full provision must be made for correct addition and compilation as soon as possible after the census. It is therefore desirable that no attempt should be made to obtain at this stage in the census proceedings a detailed abstract such as was prescribed in 1881, and the only expansion of the standard form is the distinction between resident and temporary population approved at the Agra Conference, but left optional with Local Governments and Administrations.

7. The *Block List*, which follows the abstract form, should be framed with the view of guiding the enumerator, who may be a stranger to his block, round the area he has to traverse at the census and also of checking his work,

by showing the Supervisor whether each house has been visited or not. Provincial Superintendents should draft their own form. In the standard it has been found advisable to mention the families residing in each house, as in towns and some large villages, specially in Northern India, such an indication helps the enumerator in getting a complete return of the inmates of houses shared by several families, using the word in the Hindu sense of separate cooking-places. The detail is not, however, one prescribed for general use. This list is left in the sample unruled, as it may be found better to leave the enumerators, clerks, or village officers responsible for its preparation, to follow their own method in filling it up, and as it is not formally abstracted, there is no special object in insisting for it on the neatness requisite for the schedule entries.

8. The *Schedule headings* must necessarily adhere closely to the standard. The main difficulties occur with reference to the rendering of 'sect of religion,' and the modifications necessary in certain provinces on the terms used for the headings of columns 4 and 5 respectively. The word used for "caste" is adopted in Jains and many Mussulman communities, as well as Hindus, in parts of India. On the other hand, on the North-Western frontier, even Hindus are distinguished by 'tribe,' a term which with "clan" as its subdivision, is applicable to most of the forest tribes throughout the country. For Burma a special modification has been approved, whereby "Race" is the prominent feature in the heading of column 4, and a subdivision of the nature of tribe is used in column 5. The word caste is left in column 4 for Hindus, who will probably substitute in many cases the province of origin for the subdividing of their caste in the next column. The European and Eurasian schedule is headed Race and Nationality, respectively, in these columns. The general term race is required for administrative purposes, and the nationality is to be incorporated in the returns of the Home Census. No doubt some difficulty will be experienced in the case of Eurasians, and the term Anglo-Indian, or Domiciled British subject, has been suggested. Native Christians who do not recognise caste may be instructed to return in this column some locality of origin, as Madrasi, Goanese, Malabar, Mahim, &c., or merely repeat their designation of Native Christians.* It will be well for Superintendents to find out during their tours what cases of the above sort are likely to be met with, and to deal with them individually, in consultation with the Census Commissioner. The heading of columns 8, 9 and 10 may all, as above pointed out, give rise to errors. The common term in use in the province for the language spoken in the parent household should be used for column 9. Ambiguous terms for *unmarried* and *widower* are to be avoided for column 8, and column 10 should indicate, as in the sample, that a *place* of birth must not include anything smaller than a district or State. As regards column 11, the translation of "means of subsistence" should distinctly show that work *supporting* as well as work *done* is meant. The words to be used in column 12 should be carefully selected with a view to their being easily distinguishable when being abstracted. The term for corrosive leprosy in column 14 is probably now well recognised, but in the instructions to supervisors regarding their scrutiny during the preliminary record, it will be as well to lay stress on the need of eliminating from the schedule all cases of merely leucodermatic disease.

9. Where schedules in the same language are printed for different provinces at the same press, as in Hindi, Bengali, Uriya and Marathi, it will be advisable that a copy of the finally corrected proof in each language, as prepared by one Provincial Superintendent, should be despatched at once to his colleagues in the other provinces using that form, as no doubt headings will be uniform, though the rest of the book will differ. If the addressee finds that the version thus sent of the standard headings will not suit the circumstances of his charge, he will prepare and forward his own translation direct to the Superintendent of the press, to be set up separately from the former.

10. The boat schedule and enumeration pass for vessels has not been mentioned above, as the Provincial Superintendent will prepare them according to circumstances. The former requires a special heading or docket, and is too long a form to be printed in foil and counterfoil, so a separate register of

* Probably some circulars on this point will issue from missionary centres or other ecclesiastical authority.

issues will be necessary. This may possibly be combined with the enumeration-pass. The latter for railway passengers should also be drafted provincially. The household schedule for Europeans and Natives, respectively, will serve for 1st and 2nd class railway passengers.

11. It is desirable in every way that the printing of the schedule should proceed as quickly and continuously as possible, and that of the subsidiary portions of the Enumeration book and the binding of the same should not be more than a month behind.

CALCUTTA;
The 20th May 1890.

J. A. BAINES,
Census Commissioner for India.

No. XXXVI.

No. $\frac{62}{1890}$.

SIMLA;
The 17th June 1890.

From—J. A. BAINES, Esq., Census Commissioner for India,
To—All Superintendents of Census Operations.

I have the honour to bring to your notice that the Superintendent of Census Operations in the Punjab, following the precedent of last enumeration, has drafted a set of questions to be asked by the enumerators of each head of a house or family at the first and second visits respectively. As it appears to me that this expedient is likely to be useful, especially with reference to columns 5, 11 and 13 of the schedule, I reprint on the reverse of this letter the standard catechism in question for your information, and would suggest that, if you adopt it, it might be printed in the space left blank after the abstract on the reverse of the specimen schedule in the enumerator's book, if the vernacular type allows of such an interpolation.

Standard questions to be asked by the Census Officer who fills up the Schedules.

NOTE.—These questions indicate the main points on which enquiries are to be made, but the instructions and rules must be carefully studied before the person filling up the Schedules begins his task, so that if the answers first given to these questions do not contain the information required according to the rules, additional questions must be asked until the answers furnish that information.

PART I.—*Questions on the first round.*

1. Who is the head of this family, residing here?
2. (Column 1).—What is your name and father's name?
3. (Column 2).—What is your religion?
4. (Column 3).—Do you belong to any special sect of that religion? If you do, to what sect?
5. (Column 4).—What is your caste [*tribe, race, &c.*]?
6. (Column 5).—What is the name of the branch of that caste [*tribe* or *race*] by which you are commonly known?
7. (Column 7).—How old are you—that is, how many years have you completed?
8. (Column 8).—Have you ever been married? If you have, have you a wife (or husband) now alive?
9. (Column 9).—What language was spoken in your father's household?
10. (Column 10).—In what district were you born? If it is not in the Province, in what Province is it? If not in British territory, in what State? If not in India, in what country?
11. (Column 11).—How do you get your living? If from the land, are you owner or tenant? If owner, do you cultivate any of your land, or let it all out? Have you any other occupation besides agriculture? If you have, what is it? If you have several occupations, which do you say is the principal one?

12. (Column 12).—Are you attending school or college, or being educated at home? If you are not, can you read and write?
13. (Column 13).—If you are no longer attending school or college, and can read and write, what language can you read and write best? Can you read and write English?
14. Now tell me the names of all who are ordinarily living or taking their meals with you? First the members of your family in order of age; next, your servants who live with you; lastly, visitors stopping in the house? Are any of the visitors likely to be here on the 26th of February?* (If you object to telling the names of any of the females in the house, I will enter them by numbers only.)
15. Now answer each question from 2 to 13 above, about each of the persons you have mentioned.
16. Are any of these persons supported by you without doing any work for themselves?
17. Is any one of the persons mentioned by you insane, or deaf and dumb from birth, or totally blind or a leper?

PART II.—*Questions on the final round.*

18. Listen while I read out the names of the persons entered as living in your house. Are all these persons alive? Has any one of them gone away, so that he is not living in or taking his meals from the house?
19. Is any one living in or taking his meals from your house who has come here since the entries were made, and who is not included in them? Has any child been born in your house since then?
20. If any person has so come, or child born, answer all the questions 2 to 13 about each of such persons.

SIMLA; *The 17th June 1890.*

J. A. BAINES,
Census Commissioner.

No. XXXVII.

ENUMERATION OF CANTONMENTS AND OF TROOPS ON THE MARCH.

A.—Military limits.

1. Within regimental lines, or other purely military limits the census will be taken by the military authorities.
2. The determination of these limits should be undertaken as soon as possible after the receipt of these instructions by the military and civil authorities in consultation with each other, so that both may know clearly the areas for the enumeration of which they are respectively responsible.
3. To prevent mistakes or double enumeration, it is advisable for the military authorities to have their limits cleared between sunset on the 26th of February 1891 and sunrise on the 27th idem of all persons who are not residing temporarily or permanently within those limits as officers of any grade, fighting-men, non-combatants attached to the regiments, the servants of the above, regimental followers, or members of the families of any of these.
4. The census to be taken by the military authorities under the above orders will thus include all persons of whatever age, sex, race, or profession who on the night of the 26th February are temporarily or permanently residing within military limits. Thus it will include all persons who, though ordinarily residing elsewhere, may on that night be stopping temporarily within those limits; and also those who, while actually living at the time and taking their meals within the same, may be absent for a few hours on night duty, &c.

* The Hindu, Mussalman, or Burmese date had better be given if it is more intelligible to those concerned.

5. Some weeks before the census, a list should be prepared showing every house or other building in the area in question which is inhabited, or is likely to be inhabited, on the 26th February. A convenient form for this list is the following :—

Cantonment——————————

House Register of Military Lines, &c.

Serial No. of house.	Description of house (*i.e.*, barracks, guard-room, &c.).	Families.		Remarks.
		Serial No. of each resident family.	Name and occupation of head member of each family.	
1	2	3	4	5

If the lines be divided into blocks, a separate list should be prepared for each block. If any large building has been divided into separate dwellings or tenements, occupied by distinct groups of persons, each of these dwellings should be given a separate number in column 1 of the register. In columns 3 and 4 only those families should be entered who reside *as families* in the buildings. Single individuals living alone and without servants, such as unmarried privates, should not be shown as separate families.

6. The number entered against each house in the above list should be then painted conspicuously upon the building, so that it may be easily noted on the night of the census.

7. The census will be taken, except in the case of European officers who will be provided with separate household-schedules, by means of books of schedules bound up with the detailed instructions and other forms required. As soon as the officer responsible for the enumeration has ascertained the approximate number of houses and persons within military limits, he should forward to the Collector or Deputy Commissioner of the District an indent for the requisite number of schedules on the basis of one book for every 300 persons or 60 houses, and one household schedule per officer concerned, a margin of about 10 per cent. being allowed for waste or emergency. He should also specify the language or character in which the former are to be printed. When the cantonment is beyond British territory, this indent should be sent to the chief Political Officer of the Agency in which it is situated. The books and schedules should be asked for not later than September, and should be ready in the cantonment for use as below specified by December.

8. About a week or ten days before the 26th of February, each enumerator should go round his block and enter in the book of schedules full particulars regarding every person, man, woman, or child whom he finds residing therein. This record should be carefully examined and initialled by the officer responsible for the census, and all errors rectified. The houses should be taken in the order in which they are entered in the register, and exact observance of the instructions must be rigidly enforced. Black ink only must be provided for this preliminary record.

9. After gunfire on the night of the 26th February, the enumerator should again go over his block, check and bring up to date the entries previously made as above prescribed, and thus complete the census. The next

morning he should go to the households which have been furnished with separate schedules, enumerate the native servants, &c., of each in his block-book and collect the schedules of the house-holder. On this occasion he must use red or magenta ink only, so that the entries of new-born children, of visitors who have arrived since the preliminary record, and the erasure of those who have died or left the lines may be easily distinguished.

10. A register should be kept of the number and description of schedules issued, and each enumerator should account for every one he has received. When the account has been found correct in each case, the officer presiding over the census work should make an index, pack up the books and household schedules, and, after filling up the short summary of the abstracts which form part of every enumerator's book, should then forward the whole to the Collector, Deputy Commissioner, or Political Officer, as the case may be. The books and schedules for each regiment or detachment should be packed and registered separately.

11. As it is necessary that the scheme laid down for the census of the whole country should be strictly followed, arrangements will be made by Local Governments and Administrations to place a European district official in direct communication with the military authorities in each cantonment, so that he may give advice to the latter, and otherwise ensure uniformity and punctuality in the arrangements.

B.— Troops on the march.

12. The census of regiments on the march and of detachments of troops on duty within the limits of the province concerned will be taken by the officer in command. This census will include all persons, of whatever sex, age, or profession, who are marching with the troops. It will probably be known beforehand that troops will be on the march on the night of the 26th of February, so that the officer in command should be provided with enumeration books and schedules at the cantonment from which the troops start. There will be no preliminary record taken in this case, unless one has been completed before the troops left their last cantonment.

13. If the regiment or detachment be travelling by rail on the night of the census, the enumeration should be effected at the first place at which the men alight. Such troops will not be enumerated by the Railway authorities.

14. The books and schedules for detachments on the march should be sent to the head-quarters of their regiments if it be within the province where they are enumerated. For regiments on the march, the books, &c., should be despatched to the military authorities of the cantonment at which they were last stationed, and will be then dealt with as prescribed in paragraph 10 above.

C.—Cantonment Bazars and Civil limits.

15. The census of so much of each cantonment as lies beyond regimental or other purely military limits will be taken by the Cantonment Magistrate acting under the direct orders of the civil authorities of the District or State. Exceptional cases will probably be found, such as Mhow, in which the whole arrangements will have to be controlled by the Officer Commanding, who will thus be responsible for their efficiency and punctuality.

16. The rules under which the above limits are to be enumerated will be those prescribed for the country at large, and will be found accordingly in the general and provincial circulars. Indents for schedules, based on the circle register of houses and persons, must be submitted as soon as possible after the preparation of the above register. Meanwhile the block-lists can be prepared, the houses numbered as above prescribed, and enumerators nominated and duly appointed.

17. The time allowed for the preliminary record will be slightly longer than in the military limits; but this task should be completely finished by the 15th of February, so as to allow full time for scrutiny and correction.

18. The actual census and the subsequent procedure will be conducted as in the military limits, save that supervision must be closer and more active, owing to the greater variety in the population dealt with.

D.—Legislation.

19. The following provisions of the Census Act are extracted for the information and guidance of those concerned :—

" *Section 5.*—Every military or naval officer in command of any body of men belonging to Her Majesty's military or naval forces, or of any vessel of war * * * * * , shall, if so required by the District Magistrate, or, in the towns of Calcutta, Madras, and Bombay, by such officer as the Local Government may appoint in this behalf, perform such of the duties of a Census officer* in relation to the persons who at the time of the taking of the census are under his command or charge, * * * * * as such Magistrate or officer may, by written order, direct.

" (2) All the provisions of this Act relating to Census officers shall apply, so far as they can be made applicable, to all such persons while performing such duties, and any person refusing or neglecting to perform any duty which he is directed under this section to perform shall be deemed to have committed an offence under section 187 of the Indian Penal Code (XLV of 1860)."

No. XXXVIII.

INSTRUCTIONS FOR THE ENUMERATION OF RAILWAY PREMISES AND TRAVELLERS BY RAIL.

1. The classes of the population to be enumerated by the Railway authorities are—

A.—Persons residing or working within railway premises.

B.—Persons travelling by rail on the night of the 26th February 1891.

2. Under A are included permanent employés of the Railway, with their families and servants residing on the railway premises, together with visitors stopping temporarily in their houses; also labourers or others employed on railway work by contractors or railway officers, if sleeping within the railway premises. This proviso, however, is not to be applicable to gangs of railway coolies who may have pitched their huts, &c., just beyond railway limits, as these should be enumerated by the agency which collected or is employing them. On the other hand, when convenient, detached houses, &c., of signallers or gatemen may be included in the block of the nearest village or town, and thus be enumerated with the ordinary population of that block. In all such cases the railway and the district authorities should act in concert with each other, so that there may be neither omission nor re-enumeration of any person. It should be noted that persons who work on railway premises either by day or night, but habitually return to their homes outside railway premises when off work. are not to be enumerated in class A.

3. The first step to be taken is to parcel out the railway premises into circles for supervisors and blocks for enumerators. The tabulation of the returns will be by districts or states, as the case may be, so the mileage included in each of those areas through which the line passes, with the stations, &c., therein, should be registered in a list to be sent to the Superintendent of the Census Operations for the Province or Agency. It is obvious, therefore, that the partition into the above census areas should be territorial and not departmental, and that in each circle a single officer of the railway should be made responsible for all the census arrangements therein. So, too, not more than one station should be included in one block, as the returns may have to be afterwards distributed between two districts or even two provinces. As a rule, a station will be a convenient circle, though when the premises contain many inhabitants,

* " *Section 3* (*1*).—The Local Government may appoint any person by name or by office to take, or aid in, or supervise the taking of, the census within any specified local area."

" (*2*) Persons so appointed shall be called Census officers ;

"(*3*) The Local Government may delegate to such authority as it thinks fit the power of appointing Census officers which is conferred by this section."

" *Section 4* (*1*).—A declaration in writing signed by any officer authorised by the Local Government in this behalf that any person has been duly appointed a Census officer for any local area shall be conclusive proof of such appointment.

" (*2*) All Census officers shall be deemed to be public servants within the meaning of the Indian Penal Code (XLV of 1860)."

it may be advisable to divide it into two, each containing not more than ten enumerators' blocks of from 200 to 300 persons or 40 to 60 houses apiece. Where there are a good many houses belonging to the railway, but detached and at a distance from the station, it will be necessary to provide special supervisors and enumerators working, if necessary, in concert with the supervisors of the municipal or village census.

4. A list for each circle should be prepared showing the number and description of buildings included in each block; and where there are many such buildings, it will be safe to number them with paint or some other material, for the guidance of the enumerator.

5. Supervisors and enumerators should be appointed in writing by the chief railway authorities, and, as far as possible, should be their employés, either European or knowing English well, especially in circles where there is a considerable European or Eurasian colony. At small stations it will be convenient to have the same person to enumerate both residents and travellers, so as to save training two different men.

6. The enumeration will be effected through schedules, of which two kinds will be issued—(*a*) householders-schedules, to be filled in by the head of each family, and returned to the enumerator on the morning of the 27th February; and (*b*) enumeration-books, in which the enumerator fills in the entries for each person at the dictation of the head of the family. The use of the former is restricted to Europeans, Eurasians, and English-speaking employés of the superior grades, and the supervisor of the circle should be distinctly made responsible for seeing that such forms are correctly filled up. Both kinds of form contain room for eight persons per page, or schedule, and in the case of Europeans and Eurasians, the return for native servants and their families on the premises is to be made by the enumerator of the block on a separate schedule. One page is reserved for each house, so that in forwarding indents as below prescribed, allowance to the extent of perhaps 10 per cent. should be made for emergencies. The indents should be sent by the Agent or Manager to the Superintendent of Census Operations for the Province, or in Feudatory territory to the chief Political authority. They should specify—

(*a*) The number of families—European, Eurasian, and Native—for whom householders-forms are required;

(*b*) The number of houses, servants-quarters, and police, porter and coolie lines, to be enumerated in the book-forms;

(*c*) The number of blocks in each circle, and the number of enumerators to be employed;

(*d*) The number of schedules to be bound up into each book, varying from 12 to 50;

(*e*) The language in which the said books should be supplied.

Each book contains detailed instructions, a sample schedule, an abstract to be filled up by the enumerator after the census, and a list of the houses he has to enumerate, under their serial numbers, as mentioned in paragraph 4 above. The full supply of schedules and books for this class of the population should be indented for in September at the latest, and should be prepared for household distribution and use by enumerators respectively by the middle of January 1891. In writing up the block-list of houses in the book, special note should be made in the last column of the houses where schedules have been left, so that the enumerator may know how many forms, and from whom, he has to collect on the morning after the census.

7. Early in February every enumerator should fill in the schedule for each house in the manner prescribed in the instructions printed in his book. This task should be completed by the 20th, and during its progress the supervisor should test the greater part of the entries by house-to-house visits. This preliminary record may be foregone, as in 1881, in the case of native employés of superior grade in order to diminish the work thrown on the staff engaged as enumerators; but the concession is made on the distinct understanding that it does not interfere with the accuracy of the census, for which the Railway authorities are responsible.

8. The householders-schedules should be left with the head of each family about the 24th of February. On the morning of the 27th idem, they will be collected, examined on the spot by the enumerator, and corrected, where necessary, on his suggestion.

9. On the night of the 26th of February, beginning from about 8 or 9 o'clock, the enumerator will again visit every house in his block, and see that the entries are brought up to date, in accordance with his instructions regarding visitors, births, and deaths, not previously recorded. It may be noted that, according to those instructions, employés who are on duty on the night of the 26th February, but are not travelling with any train, should be recorded as present in the houses where they are entered in the book, or where a householders-schedule has been left.

10. On issuing the books and householders-schedules, the supervisor should keep a register of every form thus made over to the enumerator, and on the 27th of February he should recover the same from the latter, and see that each one issued is duly accounted for. He should then certify the list, pack the books and schedules in serial order with it, and despatch the whole without delay to the Collector or Deputy Commissioner of the district if in British territory, or to the Resident or the Chief Political Officer of the Agency if in a Feudatory State, certifying at the same time to the Agent or Manager of the line that he has done so.

11. On all main points, and in all matters affecting general arrangements connected with the census, the Agent or Manager should consult with the Superintendent of Census for the Province or Agency concerned, and in Rajputana, Central India, Quetta, Hyderabad, and Mysore, with the First Assistant to the Agent to the Governor General and the Resident respectively. All points which cannot be settled by these officials should be referred to the Census Commissioner for India. On minor local details the Agent or Manager should consult the Collector, Deputy Commissioner, or Political Officer concerned. In order that the arrangements may be carried out successfully, it is important that a list of the railway circles and blocks in each district or State should be sent as soon as they are settled, or before the end of November 1890, to the Provincial Census Superintendent, and also that the instructions above given regarding local and not departmental responsibility should be strictly followed.

CLASS B.—*Travellers by Rail.*

12. A special official should be told off at each station to enumerate all persons alighting from a train at that station during the night of the 26th of February 1891.

13. In the case of 1st and 2nd class passengers and of Europeans and Eurasians travelling intermediate or 3rd class, or on duty with the train, separate schedules should be distributed by the guard in charge of the train on the evening of the 26th February. The rest of the persons in the train will be enumerated in the schedule-books described above. Indents for these forms should be sent in with those for the resident population under class A, but under a separate heading. The requirements of each station in this respect should be based on the average number of passengers alighting there on the date specified for the last three years, with special extra provision for the station where the final enumeration under paragraph 15 is to take place.

14. Between 8 P.M. on the 26th February and 6 A.M. on the 27th idem, the station-enumerator should enumerate every traveller—man, woman, and child—who alights at the station in question. He should first ask if the person has been enumerated already during the night, and, if he produces an enumeration ticket, or asserts that he has been so counted, the enumerator should accept the answer, and let him go by. If he says he has not, the enumerator should fill up the schedule entries for him in full and give him an enumeration-ticket, a provision of which should also be indented for, telling him to show the same if any enumerator offers to count him again.

15. All passengers found in the train at 6 A.M. on the 27th February, who cannot produce enumeration-tickets, or who otherwise do not appear to have been enumerated during the night, and all employés on duty with the train, shall be counted at the first large station at which the train stops

at or about that hour. A place should be chosen where the train is timed to stop for a sufficient period, which may, if necessary, be slightly prolonged.* Enumeration-tickets need not be given on this occasion. The household-schedules given the evening before to 1st and 2nd passengers, &c., who have not alighted during the night should be collected and examined by an employé who should, if possible, be a European or Eurasian. The same official should also fill up the form for those who have omitted to do so for themselves. He should finally see that schedules thus collected are stitched into the enumeration-books used for the other passengers.

16. Troops travelling by rail on the night in question will be enumerated by their officers, and the return separately sent in. But the native servants travelling with them, and those travelling with 1st and 2nd class passengers (not being in the same carriage with their employers), should be enumerated with the rest of the persons in the train.

17. The above books and schedules should be separately indexed, and then put up with the returns for class A for transmission to the authorities specified in paragraph 10 above.

18. *Expenses.*—The schedules and books will be supplied by Government. The agency employed will be chiefly people officially attached to the railway. Unavoidable extra expenditure, such as payment for overtime on the night of the 26th, remuneration of outsiders where no officials are available as enumerators, oil, and petty stationery, may be entered in a bill under the above heads, and sent through the Provincial Census Superintendent to the Census Commissioner for submission to the Government of India for sanction.

No. XXXIX.

INSTRUCTIONS FOR THE ENUMERATION OF THE SEA-GOING CLASSES AND TRAVELLERS BY SEA.

1. *Agency.*—In all places where there is a Port Officer, that officer, aided by the Sea Customs and similar officials, should superintend all arrangements. As regards smaller ports and landing places the Collector or Deputy Commissioner should arrange with the Customs, Salt or Marine Departments, &c., for the enumeration of all vessels and persons on board of them at all such landing places in his district. For the Harbours of Bombay, Calcutta, Karachi and Rangoon special arrangements should be made.

2. *Mode of Enumeration.*—For census purposes vessels may be classed as (A) sea-going vessels habitually plying between one coast port and another; by coast port being understood all ports in British India, Burmah, and Native States, but not ports in the territory of France and Portugal; and (B) vessels habitually plying within the limits of one port, or in the neighbourhood of one village or landing place, such as fishing, cargo, small passenger boats, &c. The general principle on which the enumeration is to be conducted is that all persons should be counted, as far as possible, at the spot where they happened to be or from which they took their meals, on the night of the 26th February, or else at the place at which they first touched after that night.

3. *Enumeration of sea-going vessels plying between coast ports.*—In the first place, it must be noted that vessels sailing under foreign colours are not to be enumerated unless they happen to be laying in a harbour of British India on the night of the 26th February. Vessels whether sailing under British or foreign colours which leave before the 26th and are bound for a port beyond British India or Burmah or which arrive in the latter territory, after the 26th, having last touched at such a port, should not be enumerated. In the case of the remaining vessels of this class, it is necessary to provide for the following contingencies :—

(1) Vessels laying at anchor in a port on the night of the census.

* Where the local staff is insufficient for the speedy enumeration of passengers at this halt, a few clerks should be sent temporarily from another station. A plan of enumeration found efficient in 1881 was for two enumerators to enter a carriage as the train drew up, accompanied, if at night, by porters with lamps. Starting from opposite ends of the carriage, each enumerated all the persons on one side of the carriage. They then moved on to the next carriage, which had been locked till their arrival, and repeated the process, the carriage they had left being then unlocked, and the passengers allowed to alight.

(2) Vessels having left for a British Indian port shortly before that night.
(3) Vessels arriving from a British Indian port after that night, and
(4) The special case of coasting steamers touching at several ports during that night.

The Master of the vessel is in all cases responsible for the due enumeration of all on board on the night of the census. He will be furnished beforehand by a Census officer at the port where the vessel is laying, with the necessary forms and intructions, and will be required to fill in the former with all the details asked for regarding himself, his crew and the passengers that are on board on the night of the 26th February. The instructions will provide that after entering his own name, he should enter those of the crew, and then, drawing a cross line in column 1 of the form, he should enter below it those of the passengers. Schedules will be distributed to all vessels in port before the 26th February, and either schedules or passes, as hereinafter provided, will be demanded of every vessel arriving from a British Indian port between 8 P.M. on the 26th and the morning of March 15th :—

(1) In the case of vessels laying in port and likely to remain there over the night of 26th, the forms should be distributed at least three days beforehand, with full instructions regarding their completion and return. The Master of the vessel should be requested not to allow any of the crew to go on shore between the hours of 8 P.M. and 6 A.M. on the above-mentioned date, or, if any are obliged to go on duty, to furnish them with a certificate of enumeration, signed by himself, with directions that it is to be shown to any Census officer who may wish to enumerate them on shore. On the night of the 26th or morning of the 27th, an enumerator should visit the vessel and collect the returns, examining the entries to see that they are in accordance with the instructions, and mustering the persons on board, if he thinks it necessary to do so. Where the Master is illiterate and unable to fill up the schedule, the enumerator should, on the occasion of this visit, fill it up for him.

(2) If a vessel is leaving the harbour between the 12th and the night of the 26th February, and is bound for another coast port in India or British Burmah which it is not expected to reach before or during that night, the Census officer at the port of departure, when distributing the forms, should instruct the master of the vessel to fill them up during the night of the 26th, and deliver them, duly certified, to the Customs or other authority who may ask for them at the port first touched at after 6 A.M. on the morning of the 27th. It is advisable wherever practicable, to ascertain what port this is likely to be.

(3) If the vessel arrive in harbour from another coast port of India or British Burmah between 6. A.M. on the 27th February and the evening of the 15th March, the enumerator of the port must (unless he knows that the vessel has previously touched at a port after the 26th February and that this demand has been made before) require from the Master of the vessel a schedule duly filled in, or an enumeration-pass from the port where such schedule was delivered, and if neither of these be forthcoming, the enumerator shall at once muster the persons on board and, with the aid of the Master and others, fill in the necessary forms, a supply of which should be furnished to him beforehand.

(4) Steamers running at short intervals between coast ports constitute a special case for which arrangements must be made by the proprietors with their agents at the different places where the vessels touch, as nearly as possible after the manner of the enumeration of travellers by railway. It will be advisable to enter the master and standing crew, including the servants, on a separate form from that used for passengers. As regards the latter, passengers disembarking at each landing place at which the vessel touches between 8 P.M. on the 26th and 6 A.M. on the 27th should be enumerated where they land. At the

first port in British India or a Native State reached after 6 A.M. on the morning of the 27th, all passengers still on board should be enumerated, and the schedules relating to them as well as those filled up for the Master of the vessel and crew should be made over to the local enumerator, a pass being taken as prescribed below; but all passengers who have embarked after 8 P.M. on the preceding night should be asked if they have been already enumerated on shore at any dwelling or rest-house, and if they say they have, they must not be included in the return for the vessel.

4. Every person, who receives a schedule filled in for any vessel, should give the Master an enumeration-pass, containing (1) the name of the port where the schedules are recorded; (2) the name of the vessel; (3) the name of the Master; (4) the name of the port from which the vessel started; (5) the signature of the person receiving the schedule. The Charge Superintendent of the larger Ports, or in smaller places, the district officer, should issue these pass-books to persons authorized by name under his signature to grant them, and every Master of a vessel receiving a pass should be instructed to keep it carefully on board the vessel until the 25th March.

5. *Enumeration of vessels habitually employed in or near a single port other than those for which special arrangements will be made, as prescribed in paragraph 1.*—With reference to vessels of this class particular care must be taken to enumerate all persons belonging to them at their homes, if they happen to be absent for the night only. Crews of fishing vessels and the like should be enumerated at the villages for which no special arrangements have been prescribed above, by the enumerators of the place, as directed by the district officer. The schedules relating to all vessels belonging to the place should be filled up between the 20th and the 26th February, and an enumeration-pass given to the person in charge of the vessel. Any such vessel entering a port or anchorage after the 26th without this pass should be at once enumerated. Wherever there is a Customs establishment, &c., it will be the duty of the officials belonging to it to do this. Before the night of the 26th the foreshore of the place should be divided into blocks, and an enumerator appointed to each block. His duty will be to go round to every boat on that night and record in his form-book all persons found passing the night in the boat and not taking their meals from other places, and to verify and correct, if necessary, the schedules previously filled in. He should then visit for a similar purpose, all vessels at anchor, using a boat provided by the supervisor of the harbour.

6. Provincial Superintendents of Census Operations will supplement the above general rules with any instructions that may seem necessary regarding nomination of agencies, supply of forms, passes, registers, &c. The schedules or enumeration-books, if required of a special form, should be drafted by them, and printed at the press where the rest of the work is being executed. They will also frame special rules for the enumeration of boats plying on rivers, backwaters and navigable canals.

No. XL.

NOTE $\frac{\text{F 1—12}}{1890}$.

Enumeration of Tea and other Plantations.

1. The census will be taken on the night of the 26th February 1891. In preparing for it, the first step is to group into blocks for the purposes of enumeration all houses, lines, huts, &c., on the estate, which are inhabited or are likely to be inhabited on the above-mentioned date. This should be done in October or November, and the buildings should then be entered in a simple register-form by which the owner or manager can see that no habitation is likely to escape enumeration.

2. An enumerator for each block should then be appointed by the manager, and some employé of intelligence and position on the estate should be made responsible for instructing those enumerators in what they have to do. In most cases, probably, the *sirdárs* will be able to enumerate their own gangs, and in any case they should accompany the enumerator round their lines. Household schedules, to be filled up by the master of the house, will be

provided for all owners, agents, managers, and their assistants, but it will be advisable to have the resident servants of such households separately enumerated by a native employé, who is more conversant with the names of castes, &c., than a European.

3. For persons, other than the above, residing on the estate, *enumeration-books* will be provided through the Magistrate or Deputy Commissioner of the district. The manager, &c., should communicate to that official the number of blocks and houses and the approximate number of persons likely to have to be enumerated on the estate on the 26th February, including women and children. Books will be supplied slightly in excess of this indent and will be collected by the local officials, after the census.

4. The next point is the instruction of the supervisors and enumerators. Rules accompany each book of schedules, and these should be carefully explained to the enumerators. Wherever practicable, a Revenue officer, such as the Assistant Collector or Commissioner, or an Extra Assistant Commissioner or Deputy Collector, will visit the estate and help the manager in this task, as he has to do in the case of his own subordinates in the neighbouring *tehsil* or *thána*. If he does not come as above, doubtful points should be referred to him, or to the district or sub-divisional officer. There should be no hesitation in sending on such references, as no set of rules can be framed sufficiently comprehensive to meet every peculiar case that will arise in taking a census.

5. When the enumerators are ready, or about the middle of January they should be set to go round their blocks and fill up a schedule for each house in accordance with the rules above mentioned. The manager should take frequent opportunities during his rounds on the estate to test this work, whilst the supervisor should check the returns by house-to-house visits with the book in his hand. The registration need not be hurried, as all that is needed is time enough between the completion of it and the census to have it thoroughly well inspected.

6. There are several of the columns in the schedule in filling up which enumerators are very liable to go wrong, and it is worth while to mention a few of them here. First of all, the entries about marriage, education and occupation, in columns 8, 12 and 11 respectively, are not infrequently omitted against infants and young children, as the enumerator takes it for granted that such persons are unmarried, illiterate, and without occupation. It is therefore necessary to see that they understand and apply the rules, especially that regarding column 11, under which the return required is that of the occupation by which persons are supported, whether it is exercised by them, or by another person who thereby provides for them. Again, the entry of the place of birth is too often that of a village, or *thána*, *tehsil*, &c., which cannot be recognised when the returns are tabulated. Such entries should be corrected, and nothing of less extent than a district or province, as the case may be, should be allowed to stand. Many coolies, probably, cannot give the name of their birth-districts, but a reference to *their agreement or to some sirdár* on the estate will generally clear up the matter. There will be comparatively few entries in column 13 on plantations, but care should be taken that only those shown in column 12 as literate are entered in this column, and that where a man can read and write English as well as his vernacular, the entry should be of both languages, as English-*Bengali*. Except in this column and column 14, for certain infirmities, an entry must be made against each person in each column, even though in some cases an entry is but the repetition of one that has been made in a preceding column.

7. On the evening of the 26th of February, the enumerators should take their books and again visit each house in the block, and strike out all who have died or left since their former visit, and enter all new-comers and newly-born infants. Their books should then be returned to the manager, by whom they should be checked and given with the household schedules of his family, &c., to the Government enumerator, who will call for them at such time as may have been notified beforehand, and bring to notice any amendments that he finds necessary.

[Notice as to details which have not been mentioned in the above outline of the procedure should be issued by the Provincial Superintendent as occasion arises.]

The words in Italics should be changed to suit local circumstances.

No. 74.

No. XLI.

SIMLA,

The 25th June 1890.

From—J. A. BAINES, Esq., Census Commissioner,

To—All Superintendents of Census Operations.*

I have the honour to request that you will send me a copy of the English version of the instructions and sample-schedules you issue with the enumeration-books. It may be in manuscript, as I propose to print the collection amongst the Census proceedings, a volume of which is now under preparation.

2. I shall also be obliged if you will send me a slip containing in large clear letters, the full alphabet of each character in general use in your Province or any portion of it and which is likely to be used in filling up the schedules; also the equivalent letter in English, according to what you consider the most adequate transliteration, and also in Dev-Nagri or Kanarese, as the case may be,† a note being made in explanation of sounds which cannot be completely represented in either of the two characters.

† Bengali, Assamese, Kayati, Gurmukhi, Garhwáli, Persian, Nipáli, Uriya, } into Nagri.

Tamil, Telugu, Malayalam and Uriya, (again), } into Kanarese.

3. My purpose is to establish some purely conventional system of transliteration without aiming at philological accuracy, and by obtaining uniformity in this respect to facilitate the collation of our caste-lists, so that the same caste may be recognised in different provinces, even under some slight linguistic variation in the title. Under the different systems adopted in 1881, I find this task one of great difficulty. There is wanting, for example, sufficient distinction in the English rendering, of the so-called *cerebral* letters of Prakritic alphabets, of the long vowels of the Dravidian, and, to a less important extent, of the gutturals of Arabic. A system of accents, dots and sublinear dashes, is no doubt unlovely to English eyes, but like many other ugly things of every-day use, it serves its purpose, and is accordingly railed at contentedly without any substitute being suggested.

No. XLII.

No. 5.

CALCUTTA,

The 9th January 1890.

From—A. P. MACDONNELL, Esq., C.S.I., Secretary to the Government of India, Home Department,

To—The Census Commissioner for India.

The Governor General in Council having had under his consideration the question of the agency to which the printing of the forms required for the ensuing Census should be entrusted now directs me to communicate to you his decision on the subject.

2. The first principle to be followed is that all the forms which have to be printed in any particular language must be printed at the same place so as to avoid the necessity for setting up the same type twice. In Home Department Resolution Nos. 4—218-233, dated 10th February 1880, the Government of India decided that the Census forms for the Census of 1881 should be printed at Jails and other Government establishments. The Governor General in Council has determined that the work should be again made over to the Jails as far as possible, unless the rates at which they can do the work are less favourable than those for which it can be done in the open market. For any work which the Jails cannot undertake on those terms

* To Burma the first paragraph only.

tenders will be subsequently issued. It appears to His Excellency in Council that the Rangoon Jail should be able to do all the vernacular forms for Burma, and the Madras Penitentiary those for Madras, while the Presidency Jail at Calcutta could probably do all the vernacular forms for Bengal, Assam, the North-Western Provinces and Oudh, the Punjab, the Urdu, Hindi, and Uriya forms for the Central Provinces and the English forms for all India. The Government of India has no knowledge of the extent to which the Bombay jails could assist in the printing, but they should be able to do most of the work for that Presidency and Berar.

3. I am to ask you at your earliest convenience to prepare a statement showing the estimated number of forms that will be required in English and each vernacular, and to submit it after inquiry from the different Jail Departments as to amount of the work which they can each undertake and their rates of charge.

No. XLIII.

NOTE $\frac{B}{1890.}$

Supply of Forms.

Paper.

Four tables and a summary appended to this Note show the description and estimated quantities of the forms required in connection with the census so far as information is available at this early date.* From the samples of paper sent up from various mills, there appears to be no doubt about getting suitable material at reasonable rates from the Bally Mills, Calcutta, and the Sindia Mills at Gwalior. The paper sent from the Deccan Mills, Poona, has been approved by the Superintendent of the Government Central Press, Bombay; but it is not clear from the specification whether the quantity required for that Province can be delivered at the Press at as cheap a rate as some sent by sea from Calcutta. Probably, however, the large order that would be given would bring all three rates down to the average mentioned in the estimates, *viz.*, Rs. 3 per ream for unbleached royal and super-royal, at 20 lbs. per 500 sheets. Similarly with the comparatively small quantity of cartridge, brown and grey, required, of which samples at the exact rate specified in the estimates, *viz.*, Rs. 4-8 per ream, have not yet been received. The samples at Rs. 4-12 will no doubt be given, however, at the lower rate. The quality of the super-royal specified for the Registers in Table I is entered as slightly above that for the abstraction sheets and schedules, more for the convenience to the tabulators than from any necessity for a heavier article. Experience, however, in printing schedules will show how far registers of the same material are likely to turn out durable. It is necessary to mention in connection with such large operations, that some of the unbleached paper now in use in India is sensitive to damp, so that if printing is begun before the monsoon, as it should be, great care in storage will be necessary; and if distribution of the forms begins during the rains, arrangements for keeping the Block-books dry at the district centres will have to be made beforehand. It is generally advisable that the books aforesaid should be in the district not later than the beginning of October; and as the arrangements for storage at the press are likely in most places to be more efficient than up-country, it may be desirable to defer despatching indents till towards the end of the rains. This suggestion is, of course, inapplicable to places on the coast, like Bombay, Rangoon and Madras.

Printing.

The source of the supply of paper, however, will depend on the selection of printing centres. In the case of some of the vernaculars to be employed, this question settles itself. For instance, Marathi and Gujarati forms should be entirely turned out at Bombay, under conditions to be mentioned below; similarly Madras will undertake all Tamil, Telugu and Malayalam, and will share with Bom-

* Only one of these tables has been reprinted, as the rest have been superseded by later estimates—see Nos. LI, &c.

bay the Kanarese printing. Rangoon will probably complete its Burmese indents, if time be given, as in 1881, and Karachi, the Sindi. Calcutta should supply all Bengali, Uriya, Assamese, and English schedules, and would probably be able to print the small number required in, Nipali, Khási and Manipuri. The case of the Punjab is peculiar, as the majority of the enumerators will be unable to make use of printed instructions, so that these must be lithographed at Lahore. It is the same with the few schedules required in the Hill districts of this Province. But the great question in connection with the printing is the disposal of the large indents in Hindi, whereof the three characters, Nágri, Káyati and Persian are respectively current in some parts of Behar and the North-West Provinces and Oudh, and not in others. It will probably help to solve the difficulty if the Government or Jail Presses in Calcutta, Agra and Allahabad were to submit at once specimens of the above three types to the experts of last census, Messrs. White, Ibbeston and Bourdillon, for their respective provinces in Northern India, and to Mr. Drysdale for the Central Provinces. The same specimens should also be sent to the Agents to the Governor General for Central India and Rajputana, through the Census Commissioner, as Hindi is the vernacular in which the forms of 1881 were printed for those States, which, moreover, drew their supply from Government Presses.

Even supposing the schedule headings in these characters were framed so as to be intelligible to the enumerators of all the Hindi-speaking Provinces, and the type for Nágri and Persian Punjabi found suitable, it would be absolutely necessary to have a distinct edition of the instructions to enumerators, still more of the sample-entries, prepared for each Province, so the indents for these forms would have to be separately fulfilled. The cost of setting up and stereotyping, however, is small compared to that of paper ruling. Particular stress has been laid in the description of the forms given in the appended tables, on the cross-ruling, a feature which was not found in all the schedules of 1881, but which it is essential to prescribe on this occasion, in spite of the addition to the printing charges. The process is a slow one, and on this consideration it is questionable whether a single Press, even of the extent of those in Calcutta, can turn out the quantities specified in the estimates punctually within the prescribed time. It is to avoid the chance of delay in supplying distant centres with forms, that a second Press, such as that at the Central Jail, Agra, might be made use of for certain classes of schedules; always provided the rates fairly corresponded with those of the Jail Press in Calcutta, which appear remarkably favourable, so far as they have been quoted. This last qualification refers merely to the absence of special provision for cross-ruling, as above mentioned.

To summarise the above suggestions—

Madras should print Tamil, Telugu, Malayalam and what Kanarese it requires, getting from Calcutta by sea Bally Mill paper (Nos. 30 and 61 in Messrs. Henderson's sample book).

Rangoon should print Burmese schedules, using paper as above.

Bombay supplies all Marathi and Gujarati schedules, Arabic for Aden, and what Kanarese are required for the Deccan and coast, getting paper, if quoted at reasonable rates, from the Poona Mills, and supplying the same to *Karachi* for Sindhi work.

Calcutta supplies all Bengali, Assamese, Uriya, Nipali and English schedules, as well as the Hindi, Nágri and Káyati required for Behar and Assam. If arrangements can be made as regards translations, the lower part of the Central Provinces, which will probably be by then in railway communication with Calcutta, could be supplied from the latter. Similarly, on the same condition, all Hindi, Urdu and Panjabi forms might be sent from Calcutta, and the paper being Bally Mill, as above.

Agra or Allahabad, rates being favourable, should supply Hindi forms for the two great Agencies and the northern portion of the Central Provinces, getting paper from Gwalior Mills. If found necessary, they should take up the Hindi work for the North-Western Provinces, Oudh and the Punjab.

Lahore will lithograph Panjábi instructions and the schedules required for the Hill districts.

GENERAL PROVISO.—Each province should have a word in the translation of the schedule-headings to be supplied to it, and should draft its own translation of the instructions to enumerators, and its own sample schedules, as well as prescribe the number of schedules to be stitched into each of its standard books.

In conclusion, it may be pointed out that the Block-books complete with instructions and house-list are required to be in the districts by the 1st of October next; and in order to have plenty of time to distribute them, the printers would like to begin work in April. The preliminary arrangements, therefore, for the selection of type and translation of headings as above mentioned, cannot be taken in hand too early.

SIMLA, J. A. BAINES,

5th February 1890. *Census Commissioner for India.*

No. $\frac{14}{1890.}$

FORWARDED to the Secretary to the Government of India, Home Department, in reply to his letter No. 98 of the 31st December 1889.*

2. As soon as the form of schedule is sanctioned, the specification will be sent to the Government presses about which information has been received and the rates quoted will be duly communicated.

SIMLA, J. A. BAINES,

The 10th February 1890. *Census Commissioner for India.*

* Corrected to "No. 5 of the 9th January, 1890."

Table I.

List and Description of Census Forms.

Number and title of Form.	Description.						Remarks.
	Size of Form.		Material.				
	Dimensions.	Fraction of sheet.	Quality and title.	Dimensions of sheet.	Per Ream.		
					Weight.	Price at Mills.	
	Inches.			Inches.	lbs.	Rs. A. P.	
Enumeration-book ... (*a*) Cover	22 × 9⅔	½	Brown cartridge Super-Royal ...	29 × 22	38	4 8 0	The weight is the average to be used. The ream is of 480 sheets. Address, &c., will be stereotyped outside.
(*b*) Instructions	20 × 8⅓	½	Badami Royal	25 × 20	20	3 0 0	About 1 form per book will be used, i.e., 4 pages 8⅓" × 10".
(*c*) Sample Schedule	20 × 8⅓	½	Ditto	Do.	Do.	Do.	One side (20" × 8⅓") occupied as stated, one *page* containing end of Instructions, and the last page the abstract (*c*) below.
(*d*) Block List	20 × 8⅓	½	Ditto	Do.	Do.	Do.	About two forms, as stated, per book.
(*e*) Enumerator's Abstract	10 × 8⅓	¼	Ditto	Do.	Do.	Do.	Printed on back of last half of (*c*); will be removed after Census for separate record.
(*f*) Blank Schedule-leaves	20 × 8⅓	½	Ditto	Do.	Do.	Do.	Printed on both sides, about 36 forms per book on an average, but standard books will be prescribed locally. Cross-ruled at ¼" spaces, 8 per page. *General Remarks on the form.*—The whole of the above refers to a book stitched in the middle. If the forms are bound at the edge, the printing of each form will be separate.*
Householders-Schedule For household distribution	22 × 9⅔	½	Badami Super-Royal ...	29 × 22	20	3 0 0	Printed with schedule on one side. Instructions and sample entries on the reverse.
Schedule ... ... For Vessels and Boats							
Do. ... ... For Railway travellers (if required) ...							
Certificates of appointment	...	...	Badami Royal	25 × 20	20	3 0 0	To be prescribed by Provincial Superintendents.
Passes for travellers							
Sub-divisional and Circle Registers							

*Note.—The Calcutta Press turned out schedules 18½" × 8½". The form finally adopted was stitched at the side, as there was a danger of cross lines not corresponding along the full length of the schedule if the letter were stitched down the middle.

TABLE I—*contd.*

List and Description of Census Forms—contd.

NUMBER AND TITLE OF FORM.			DESCRIPTION.						REMARKS.
			SIZE OF FORM.		MATERIAL.				
			Dimensions.	Fraction of sheet.	Quality and title.	Dimensions of sheet.	*Per Ream.* Weight.	*Per Ream.* Price at Mills.	
		B.—Abstraction and Tabulation.	Inches.			Inches.	lbs.	Rs. A. P.	
		Superintendent's charge summary ...	8½ × 10	⅛	Badami Royal	25 × 20	20	3 0 0	Printed on both sides. Cross ruled at ¾" intervals.
Abstraction sheets.	I ...	Religion, age, civil condition ...	22 × 14½	½	Badami Super-Royal ...	29 × 22	20	3 0 0	Printed on one side. Cross-ruled, varying intervals.
	II ...	Religion, age, education	14½ × 11	¼	Ditto	Do.	Do.	Do.	Ditto ditto ditto.
	III ...	Age, occupation	22 × 14½	½	Ditto	Do.	Do.	Do.	Ditto ditto at ½" intervals.
	IV ...	Religion, caste, &c.	14½ × 11	¼	Ditto	Do.	Do.	Do.	Ditto ditto ditto.
	V ...	Parent-tongue	11 × 9½	⅛	Ditto	Do.	Do.	Do.	Ditto ditto ditto.
	VI ...	Birthplace	11 × 9½	⅛	Ditto	Do.	Do.	Do.	Ditto ditto ditto.
	VII ...	Infirmities, age, caste, &c.	22 × 9½	½	Ditto	Do.	Do.	Do.	Ditto ditto ditto.
	VIII ...	Christians, sect, race	11 × 9½	⅛	Ditto	Do.	Do.	Do.	Ditto ditto ditto.
	IX ...	Christians, age, nationality	11 × 9½	⅛	Ditto	Do.	Do.	Do.	Ditto ditto ditto.
	X ...	Language known	14½ × 11	¼	Ditto	Do.	Do.	Do.	Ditto ditto ditto.
									General remarks.—The nominal rate of supply is one set per book, but at least 166 sets per 100 enumerator's books will be actually required.

	Tabulation Registe								
I	Houses and population	29 × 7½	½	Badami Super-Royal ...	29 × 22	20	3 8 0	[NOTE.—Probably paper the size of the schedules will be used for the large registers.]	
II	Variation in population (optional) ...								
III	Classified list of towns and villages ...								
IV	Religions								
V (*A-g*) ...	Ages by Religion (6)								
VI-A (*A-g*) ...	Married ditto								
VI-B (*A-g*) ...	Unmarried ditto								
VI-C (*A-g*) ...	Widowed ditto								
VII (*A-g*) ...	Education ditto							Each form stitched into cartridge cover. To be cross-ruled uniformly, 12 lines per page at ¼" spacing. One complete set of Registers for every 120 Block-books on an average, each Register containing from 3 to 15 forms, except Nos. XIV and XV A and B, which will probably require 20. Registers V and VI, 28 parts (Volumes) for 6 religions, are uniform in heading; so are X to XIII, 28 Volumes, the titles being written in as required. [NOTE.—Only one subsidiary copy of X—XIII will now be required, as religion is not to be abstracted with infirmities, and a single Register will serve for all the caste details.]	
VIII	Parent-tongue								
IX	Birthplace								
X (*A-g*) ...	The Insane, by Religion and age (6) ...	Do.	Do.	.....	...	...	...		
XI (*A-g*) ...	The Deaf-mute ditto ...								
XII (*A-g*) ...	The Blind ditto ...								
XIII (*A-g*) ...	Lepers ditto ...								
XIV	Castes, Tribes, &c.								
XV-A	Occupation, Males								
XV-B	Occupation, Females								
XVI	Christians, sects and races								
XVII	Christians by age and race								
XVIII	Language of "literate" persons ...								
	Covers for each of the above ...	Do.	Do.	Grey Cartridge Super-Royal ...	29 × 22	38	4 8 0	Forms for title and address to be printed on outside of each.	
	Check sheets								
	Registers of abstraction, &c. ...	...	...	Badami Super-Royal ...	29 × 22	20	3 0 0	To be prescribed by Provincial Superintendents.	
	Office forms, &c.								

C. COMPILATION TABLES.—These will not be required for some time, and then only in comparatively small numbers, so they need not be entered in this list.

No. XLIV.

TELEGRAM No. 33,
The 21st February 1890.

From—Home, Calcutta,

To—The Census Commissioner for India, Simla.

Your endorsement No. 14—1890, dated 10th instant, communicating note on supply of forms for Census. It is not understood whether this is sent in reply to Home Department letter of 9th January last or not. Endorsement refers to letter of 30th December to which you communicated reply with your endorsement No. 7 of 30th ultimo. If present communication is intended as reply to letter of January 9th, I am to say that it contains no results of inquiry from Jail Departments as to work which they can do and their charges. Schedule cannot be definitely fixed till replies of Local Governments on Conference proceedings have been considered, but you can estimate amount of printing it involves and ascertain Jail charges on this basis. It is desirable that this matter should be disposed of quickly. In your note you propose to print some Hindi forms at Calcutta and some at Allahabad or Agra. This proposal is not consistent with principle laid down in paragraph 2 of letter of 9th January and any deviation from this principle should be justified.

No. XLV.

No. $\frac{16}{1890}$.

UMBALLA STATION;
The 27th February 1890.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—The Secretary to the Government of India, Home Department.

I have the honour to acknowledge receipt of your telegram No. 33 of the 21st instant and to reply to it as follows.

2. My endorsement No. 14 of the 10th instant should have referred to your No. 5 of the 9th January; I much regret the inadvertent misquotation. My object was to show, without further delay, the nature and extent of census printing in anticipation of the communication of the results of my inquiries as to Jail presses.

3. In connection with the latter subject, I may now mention that no heavy work, such as that of schedules and forms, can be undertaken by Jails in *Madras*, *Bombay*, or the *Punjab*. In *Rangoon*, Burmese printing can be managed, and in the *Punjab* the instructions and sample schedules can be lithographed. In *Madras* and *Bombay* the Government Central Presses can do the whole work. I am going to visit the press at the *Agra Central Jail* on the 1st instant and will at once decide upon their rates, as compared with those of *Calcutta Jail*, already received. These latter are, I may say, well within my estimates, and I will discuss them in detail on my visit to Calcutta on the 21st March.

4. As regards the distribution of the Hindi work, my suggestion was based, as pointed out in paragraph 3 of the Note under reference, on the time required for the cross-ruling a mass of forms. Since I wrote, Mr. Lewis, Superintendent of Government Printing, Bengal, has proposed an alternative which may, I think, be accepted, and which will materially reduce the cost of printing and the time spent in issuing the schedules. There remain, then, the considerations of cost of carriage of paper to the Press and forms from it, with the relative rates of printing. On this I will report from Agra.

5. At Lahore I discussed the question of printing for that province, and find that all heavy work can best be done outside the Punjab, provided the type suits.* The instructions and minor forms must be lithographed locally and sent for binding to the Press undertaking the schedule-work.

No. XLVI.

CALCUTTA;
The 27th March 1890.

No. $\frac{81}{1890}$.

FROM—J. A. BAINES, Esq., Census Commissioner for India,
TO—The Secretary to the Government of India, Home Department.

In continuation of my No. 16, dated 27th February 1890, about the census printing, I have the honour to inform you that the Jail presses at Agra and Lucknow are not equal, in their present condition, to a job like that of the schedules, so I propose to allot all the Hindi (Nágri, Káyathi and Urdu) printing to Calcutta, where the Superintendent of the Bengal Government Printing estimates the cost at the Press at about Rs. 10 per 100 books. He would thus have to turn out all the indents for the above, for Bengali, Uriya, Assamese, and probably most of the English, especially the books for regimental lines, boarding schools and similar institutions for Europeans.

2. In anticipation of the final settlement of the schedule headings, which will not, I trust, be deferred beyond the end of April, it is advisable to begin to lay in the large supply of badami paper required without delay. As the distribution of the work I now propose is in accordance with the views of the Government of India laid down in your letter No. 5, dated 9th January 1890, I have taken upon myself to request the Government of Bengal to authorise the Superintendent of their printing to undertake the above job, and have suggested that he should be empowered to arrange direct with two mills near Calcutta for the paper he requires, and thus save the 5 per cent. charge at the Stationery Office.

3. Having been over the Press in question, I think that in case of any difficulty regarding the supply of Burmese, Tamil or Telugu schedules from the local presses, the Presidency Jail here can manage to help the latter also, provided the printing is fairly started by the 1st of May next, as the plant and establishment are both large.

4. As regards Marathi and Gujarati work together with the Kanarese schedules required for Bombay, the Central Press at that Presidency can arrange, though at a slower rate than in Calcutta. The local mills, however, are not to be relied on for the punctual supply of so much paper as is required, so I am asking the Bombay Government to have arrangements made direct with one of the Calcutta mills for both their press and for that at Karachi.

5. I have not yet visited Madras, but I have asked Mr. Stuart to get for me some information regarding the printing at the Penitentiary and Government Central Presses there, in anticipation of his assuming charge of his Census office. As regards Rangoon, Captain Temple, whom I have consulted here, informs me that the local press has been enlarged and improved of late, and can well undertake the vernacular work. I have therefore forwarded the Superintendent a specimen of the enumerator's book for estimates.

6. The budget provision includes, I believe, a special grant for census printing to be done in Calcutta, as well as a grant for "India," presumably relating to Berar, Ajmir and Coorg, &c. I am not yet informed, however, whether there is any assignment for census work under the special head of "Printing" in addition to the grant set down against the census in each province—a point referred for explanation in my letter No. 24, dated 11th March 1890. I may add that I propose to have the special Hindi schedule-books

* It was subsequently found that nothing but lithographed headings and instructions in the Persian character would suit, so arrangements will be made locally. The Nágri work was assigned to Calcutta as originally proposed.

for Central India and Rajputana printed and made up in Calcutta, as the large jail presses there turn out twice the number in the same time that smaller machines can do. Looking at the number of indents, therefore, and the convenience of despatching the books straight from the Press, I think it will be necessary to entertain a special despatching and registering office immediately under the Superintendent of Printing at Calcutta, the expenses of which may, if there is no account objection, be debited to the above assignment for printing.

No. XLVII.

CALCUTTA;
The 27th March 1890.

No. D—1890.

From—J. A. BAINES, Esq., Census Commissioner for India,
To—Secretaries to Local Governments and Administrations.

In accordance with general rules laid down by the Government of India I have proposed to distribute the Census Printing, as far a the tabulation-forms, as follows :—

Calcutta.—Bengali, Assamese, Uriya, Nepali-Hindi, Nagri, Kayathi, and Persian-Hindi, Punjabi-Nagri, and Persian, Khasi, and English.
Bombay.—Marathi, Gujarati, Arabic, and some of the Kanarese.
Madras.—Tamil, Telugu, Malayalim, and the rest of the Kanarese.
Karachee.—Sindhi.
Rangoon.—Burmese.

2. Thus, the whole of the work for Bengal, Assam, the North-West Provinces, Ajmir, the Punjab, Central India, Rajputana, the Uriya-speaking tracts, and the English forms for all India, will be done at Calcutta by the Superintendent of Government Printing, Bengal. Madras will be able to provide the Central Provinces with the few Telugu schedules required in the southern parts of the latter. Bombay will do the Marathi work for Berar and the Central Provinces. The schedule books for each Province will form a separate edition, as far as docket, instructions and subsidiary forms are concerned, though the scheduled-headings will probably be uniform. The indents should be sent through the Provincial Superintendent between May and September. I have the honour to inquire if the above arrangements commend themselves to the $\frac{\text{Local Government.}}{\text{Chief Commissioner.}}$

3. The supply of paper for Bombay, Rangoon, Karachi, and Madras should, it appears, be arranged for from Calcutta, and I think that, in order to save time and also the percentage for office expenses chargeable by the Stationery Department, it will be worth while to authorise the Superintendent of the Government Press to negotiate direct with the Agents of the Titaghar and Bally Mills. The paper should be at the Press by the beginning of May at the latest, and when printing is once started it should not be allowed to stop for want of material.

4. On a rough estimate of 50 pages per book, the marginal table shows the probable amount required, as a first indent, at the presses concerned. A slight addition for minor forms will be advisable. The indents for the paper for abstraction-sheets should be prepared on a scale of about 166 sets for 100 books, and the forms should be set on the press by the middle of October. The Provincial Superintendent, therefore, has plenty of time to ascertain by then the actual number he will require.

Press.	Double Royal.	
	Radami.	Cartridge.
	Reams.	Reams.
Madras	1,400	50
Bombay	800	20
Rangoon	400	10
Karachi	120	4

5. Trusting that the question of paper-supply may have the earliest attention of the authorities concerned.

No. XLVIII.

CALCUTTA,
The 27th March 1890.

No. $\frac{32}{1890}$.

From—J. A. BAINES, Esq., Census Commissioner for India,
To—Secretary to the Government of Bengal, Financial Department.

I have the honour to inform you that I have proposed to the Government of India that the printing for all India of Census schedule-books, abstraction-sheets, and tabulation-registers, in the languages and characters named in the margin, should be executed at the Calcutta Jail Press under the Superintendent of Government Printing for Bengal. I trust that the Local Government will have no objection to this suggestion.

Bengali.
Assamese.
Hindi-Nagri.
Hindi-Kaithi.
Hindi-Persian.
Uriya.
Punjabi-Persian (if type be found).
English.

2. I find, too, that paper of a special size to suit the Jail presses is obtained from two mills (Titagurh and Bally) near Calcutta, at varying rates; and looking at the very large amount of material required for above-mentioned forms, it seems likely that a reduction may be obtained on the whole order. I would, therefore, recommend that the Superintendent of Printing be authorised to make arrangements for the supply direct from the above mills, so that the Stationery Office incidental charge of 5 per cent. may be saved, and there may be no delay or stoppage of work for want of material. I am informed that about 60 reams a day can be printed; and as the schedule will probably not be authoritatively published till towards the end of April, it is necessary to have all ready for pushing on the printing from the beginning of May. The books will have to be off the press and in the districts, I may add, by the beginning of October.

3. I would also suggest that arrangements be made for the despatch of consignments of books direct from the Press to districts, in accordance with indents and distribution lists countersigned by the respective Census Superintendents of provinces to be served from Calcutta. A special establishment consisting of about one head clerk, two registrars, and a few packers might be entertained under the Press Superintendent from the time when he wishes to clear his store-room of the completed books. If there be no objection to this proposal also, the Superintendent might submit his estimate for the establishment when he has received the specification of the approximate amount of work to be turned out. The arrangements for the supply of paper, however, are urgent and should be dealt with without delay.

No. XLIX.

SIMLA;
The 29th April 1890.

HOME DEPARTMENT.
Census.

No. 79.

From—C. J. LYALL, Esq., C.I.E., Officiating Secretary to the Government of India, Home Department,
To—The Census Commissioner for India.

I am directed to acknowledge the receipt of your letter No. $\frac{31}{1890}$, dated the 27th March last, and in reply to say that the Government of India approves generally of the arrangements proposed for the printing of the Census schedules.

2. As regards the supply of the paper required for the forms, I am to say that as the Stationery Office has contracts with the paper Mills, which, it is believed, secure for Government more favourable rates than those charged to the public, it will be best to adhere to the practice of dealing with them through that office exclusively. The commission of 5 per cent. charged by the Stationery Office is chargeable only for paper actually handled by that office;

but the paper required for the Census forms need not go to the Stationery Office at all. The Superintendent of Stationery having arranged the terms of purchase with the Mills can instruct them to send the paper direct to the places or persons you wish to be supplied with it. I am accordingly to request that you will arrange with the Superintendent for the supply of the paper in the manner indicated above.

3. With reference to the concluding portion of paragraph 6 of your letter, I am to say that if any additional establishment for registering and despatching is required under the Superintendent of Government Printing, Bengal, you should submit a detailed explanation showing what establishment is actually required and reasons for entertaining it.

No. L.

CALCUTTA,

The 24th March 1890.

No. $\frac{26\text{-}28}{1890}$.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—The Superintendents, Government Central Presses, Madras, Bombay, Rangoon and Karachi.

I have the honour to send yon (by book packet) a draft copy of the Enumerator's book proposed for the next census. You will understand that the details of column headings will not be finally decided till next month, and that each Superintendent of Provincial Operations will draft his own sample schedule, house-list and outer docket, and prepare his own translation of the instructions on pages 1 and 2. The draft, however, is sufficiently near the standard to serve as a basis for estimates.

2. You will see that it consists of the following parts :—

(*a*) A *cover* of 32-38lbs. cartridge paper, with address printed on the outside.
(*b*) A leaf (two pages) of *instructions*.
(*c*) A *sample schedule*, with (*d*) an *abstract* on the reverse, covering one leaf.
(*e*) A *block-list* of houses, covering two leaves.
(*f*) Blank *schedules* to a number to be prescribed hereafter by the Provincial Superintendent, but varying from 25 leaves to 40 leaves (50 to 80 schedules).

3. The size of the draft is a special one (for a press taking 51″ × 37½″), but the standard that can be adopted, if the above be not suited to the local press, is double royal (26″ × 40″), which gives 6 leaves (12 schedules) per sheet. The weight of the paper is about 40lbs. per 500 sheets of the above dimensions, and should not cost more *at the press* than Rs. 0-2-8 per lb. Such paper can be obtained in or near Calcutta, and should be despatched by sea.

4. It should be noted that the schedules must be cross-lined for 8 entries on each page. In order to save time and expense, it is desirable to avoid the separate operation of pen-ruling, and to print the lines by means of light rules (dotted or plain) cut for the purpose. To prevent these rules cutting the paper, they should be carefully levelled and excessive pressure should be avoided. Where type is cast at the press, it is preferable to use it throughout instead of stereotyping, at least for 'the instructions,' as the latter process often gives thick results difficult to be read by badly educated enumerators.

5. I shall be obliged by your estimating, at your earliest convenience, the cost of such books per 1,000 copies, counting 36 leaves, as the average paper required for each book, and distinguishing the following charges :

(*a*) Composing (complete).
(*b*) Printing.
(*c*) Binding.
(*d*) Paper.
(*e*) Cartridge covering.
(*f*) Binding cloth.

No. LI.

CALCUTTA,
The 30th April 1890.

No. $\frac{50}{1890}$.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—The Secretary to the Government of India, in the Home Department.

I have the honour to append a forecast statement (marked A) of the schedules required for the Census, distributed between the presses of Calcutta, Bombay, Madras, Rangoon, and Karachi.

2. I have not yet received the estimate of cost from Rangoon called for in my letter No. 28 (copy appended, marked B),* but in case of the rates being much higher than in Calcutta, the Jail Press at the latter can do the work by the end of October.

3. As regards Karachi, I have asked the Superintendent of Census Operations, Bombay, whether he can get the Sindhi work done locally at a lower rate.

4. As regards paper, I issued the circular letter appended (marked C), with reference to which the Madras Government have forwarded me a copy of a provincial order as follows:—

"The Government believes that the printing of all papers required for this Presidency can be done at the Madras Central Press, and it is of opinion that this would be the best course. The Census Commissioner will be informed accordingly by telegram. * * * *"

To this I have replied that Uriya work should not be started pending instructions from the Government of India. There is a financial objection to giving the Madras portion of the Uriya work to that Presidency, as the rates of printing will be seen from the statement in the next paragraph to be higher than those in Calcutta, so that orders should be passed on the point when dealing with the general question. There seems to be no advantage, moreover, in having a separate issue of European schedules for each Province.

5. The rates per 1,000 books quoted at the different presses consulted are as follows:—

ITEMS.	GOVERNMENT PRESSES AT—				Jail Press, Calcutta, per 100,000 books.	NOTE.
	Bombay.	Madras.	Karachi.	Rangoon.		
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
Composing	24 7 4	0 12 3	19 4 0	20 0 0	33 13 8	In Madras the cost of composing is distributed. In the rest it occurs for the first copy of the form, but for no others. In Calcutta the form takes 24 pages instead of 12 in Bombay and 6 in Madras. There seems to be some mistake in the Rangoon estimate for binding, and in that of Karachi for printing.
Printing	9 0 0	9 5 2	78 6 0	13 0 0	533 10 2	
Binding	6 3 0	2 2 7	10 0 0	46 0 0	1,250 0 0	
Paper	78 5 4	80 2 6	96 0 0	100 0 0	8,380 10 0	
Cartridge	3 6 4	3 2 11	4 8 11	3 0 0	42 10 5	
Binding cloth	7 0 0	5 0 3	15 2 0	2 0 0	450 0 0	
TOTAL	128 6 0	100 9 8	223 4 11	190 0 0	10,690 12 3	

Deducting the cost of composition, the rates will be about Rs. 104, Rs. 100, Rs. 204, Rs. 170 and Rs. 70 per 1,000, but as each Census Superintendent will prescribe a different series of books, even the average number of leaves in each book will not correspond exactly with the standard of the estimate, viz., 36, so some variation in price will occur.

6. The Punjabi-Persian instructions, if not the schedule headings, must, it appears from the opinion of the late and actual Superintendents of Census, be lithographed, instead of printed, as enumerators there cannot read the printed Persian character. I am endeavouring to arrange for this defect during my present visit to Calcutta, and I trust to be able before I leave for Rangoon to inform the Superintendent of what will be his best course.†

* This having since been received is added to the table in paragraph 5.

† Finally, the whole was lithographed in Lahore.

7. There is no objection, as far as I can see, to the proposed concentration of so much of the work in Calcutta and Bombay, provided that (*a*) the schedule headings are sanctioned within the first week in May, for which I am trying to arrange with you in a separate communication of this date, and (*b*) Provincial Superintendents manage to induce District Officers to send in complete indents by October, so that there may be none of the urgent calls for extra supplies of schedules that characterised the operations of 1881, when there was no distinct record of the indents of the preceding enumeration.

8. Trusting that the above proposals will be approved by the Government of India, &c.

APPENDIX TO LI.

Preliminary Estimate of Schedules and Enumeration-books (Calcutta, the 23rd April 1890).

PROVINCE.	Estimated total number of schedules (pages).	LANGUAGES AND CHARACTERS.																Average number of pages per enumeration-book.	Estimated number of books required.
		Bengali.	Hindi-Kayati.	Hindi-Nágri.	Hindi-Persian (Urdu).	Assamese.	Uriya.	Punjábi-Nágri.	Punjábi-Persian.	Marathi.	Gujarati.	Sindhi.	Kanarese.	Tamil.	Telugu.	Malayalam.	Burmese.	English.		
Bengal	14,000,000	8,120,000	3,780,000	280,000	420,000	...	1,260,000	...	...	...	...	...	...	...	...	...	...	80,000	40	350,000
Assam	1,200,000	630,000	...	1,000	...	530,000	...	...	...	...	...	...	...	...	...	...	...	5,000	50	24,000
North-Western Provinces ...	8,000,000	...	*2,150,000	†3,000,000	2,750,000	...	...	...	...	...	...	...	...	...	...	...	...	80,000	40	200,000
Central Provinces	3,100,000	...	...	1,900,000	1,500	...	440,000	...	...	750,000	...	...	...	...	7,000	...	...	1,500	40	77,000
Punjáb	3,500,000	...	...	...	25,000	...	...	750,000	2,600,000	...	...	...	...	...	...	...	...	100,000	50	70,000
Bombay	3,200,000	...	...	...	...	...	...	...	...	1,650,000	833,000	...	700,000	...	...	...	...	10,000	50	64,000
Sindh and Baluchistan ...	600,000	...	...	...	...	...	...	...	...	...	...	490,000	...	...	...	...	...	10,000	80	16,200
Madras	7,200,000	...	...	..	...	...	‡350,000	...	...	...	...	...	§400,000	3,000,000	2,850,000	550,000	...	‡50,000	50	144,000
Burma	1,800,000	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1,750,000	50,000	40	45,000
India ... Ajmir and Rajputana-Malwa Railway.	75,000	...	...	72,000	1,000	...	...	...	...	...	...	...	...	...	...	...	...	2,000	25	3,200
India ... Andamans ...	4,000	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	4,000	100	50
India ... Berár	550,000	...	...	...	...	...	...	...	...	540,000	...	...	...	...	500	...	...	500	40	14,300
India ... Coorg	30,000	...	...	...	...	...	...	...	...	...	...	...	29,000	...	...	...	...	1,000	15	2,000
India ... *Central India* ...	2,500,000	...	...	2,300,000	198,000	...	...	...	...	...	...	...	...	...	...	...	...	2,000	75	35,000
India ... *Rajputána* ...	3,000,000	...	...	2,995,000	4,000	...	...	...	...	...	...	...	...	...	...	...	...	1,000	75	40,000
TOTAL ...	48,659,000	8,750,000	5,930,000	10,548,000	3,399,500	530,000	2,050,000	750,000	2,600,000	2,940,000	833,000	490,000	1,129,000	3,000,000	2,857,500	550,000	1,750,000	397,000	...	1,074,750
PLACE OF PRINTING ...		Calcutta.	Calcutta.	Calcutta.	Calcutta.	Calcutta.	Calcutta.	Calcutta.	Calcutta.	Bombay.	Bombay.	Karachi (or Bombay).	Bombay and Madras.	Madras.	Madras.	Madras.	Rangoon.	Calcutta.	...	...

* This indent was much reduced in favor of Nágri owing to the diversity in Kayati character found in the Province.
† The indents in Nágri have been somewhat reduced in favor of Persian.
‡ The English and Uriya Schedules for Madras were afterwards transferred to the Central Press of that Presidency.
§ Madras also printed Kanarese for Bangalore.

Endorsement to the table on preceding page.

1. Thus Calcutta will print about 35 millions, Madras nearly 7 millions, Bombay about 3,650,000, Karachi and Rangoon the balance.

2. In addition to the above languages, about 60,000 schedules in Nipáli, &c., may be wanted in Bengal; about 34,000 in Khási and Manipuri in Assam; about 20,000 in Garhwali in the North-West Provinces; and about 25,000 in Pahádi* and Tibetan in the Panjáb. In Bombay some 7,000 schedules in Arabic will be provided for Aden.

3. The Ajmir indent should cover the schedules required for the cantonments of Nimach, Nasirabad, Mhow, &c., and the portions lying within Rajputana and Central India of the R.-M. and H. N. lines.

4. The Rajputana and Central India States will use a smaller and simpler schedule than that prescribed for British territory. It will cover about one-half the paper required for the latter.

5. A separate edition of enumeration-books will be prepared for each province, unless two Superintendents agree to adopt identical instructions and translations. As regards the schedule headings and the enumerators' abstract, this agreement will probably be found practicable, leaving the docket, sample schedule, block-list, and instructions to be separately printed according to the local version.

6. The above estimate is framed merely to indicate the approximate extent of the work as a guide to the Press Superintendents, and must not therefore be taken as final. As regards future indents, Provincial Superintendents of Census should take care that the full supply be asked for by August at the latest; so that by the end of September there may be no more schedules to be printed and despatched. The same officers should prescribe as early as possible the number of pages (exclusive of the 6 or 8 required for the instructions and accompanying forms) to be stitched into each enumeration-book, and arrange the distribution of the books and the stations to which they should severally be despatched.

J. A. BAINES,

Census Commissioner for India.

No. LII.

No. 93.

From—C. J. LYALL, Esq., C. I. E., Officiating Secretary to the Government of India, Home Department,

To—The Census Commissioner for India.

SIMLA;

The 17th May 1890.

In reply to your letter No. $\frac{50}{1890}$, dated the 30th ultimo, I am directed to say that the Governor General in Council approve of your proposals for the printing of the schedules required for the census. With reference, however, to para. 4 of your letter, I am to observe that the Government of India understands that the maximum difference between the cost of printing the Uriya and English schedules required for the Madras Presidency at Calcutta and at Madras will be Rs. 216. In these circumstances, His Excellency in Council sees no objection to the printing of the schedules being undertaken at Madras, especially as it would appear from your communication No. 45-A., dated the 23rd April, that there is some doubt as to the Calcutta Jail being now able to undertake all the printing which it was originally proposed should be done at Calcutta. The Madras Government has been informed accordingly.

ENDORSEMENT.

[Superintendent of Government Printing, Bengal, informed in Census Commissioner's No. $\frac{50}{2-6-90}$.]

* It was found advisable afterwards to have these lithographed at Lahore, and the Pahádi forms turned out necessary.

No. LIII.

NOTE $\frac{H}{1890}$.

THE ENUMERATION-BOOK—(*Indents and despatching*).

As soon as the proofs of the translations of the schedule have been finally corrected by Provincial Superintendents, printing-off should be taken in hand on the basis of the table circulated with the Census Commissioner's endorsements Nos. 45 and 50, unless modifications thereof have been sanctioned. The number of forms to be struck off before binding begins will depend a good deal on the convenience for safe storage at the press, as well as upon the date by which the Provincial Superintendent is able to decide on the standard number of pages to be contained in each class of book.

2. If the record of 1881 be not full enough to enable the Provincial Superintendent to fix his standard sizes at once, he should obtain the requisite information from the districts, in such manner as he may think best. Speaking generally, an average of 40 schedules per book, with, in every case, a full edition of supplementary books containing 10 or 16 pages only, seems to be convenient. The latter size is proposed in order to decrease the number of loose schedules to be issued to enumerators to meet emergencies, at the cost of a comparatively insignificant increase in the expenditure on covers and binding. It may be borne in mind that though in some cases compact blocks of more than 60 or even 80 houses may be compassed by a single enumerator, experience dictates the restriction of the number of persons per book to what can be most easily added up and checked on abstraction, which is about 150 to 250. As, therefore, numbers of blocks will be provided with more than one book, the docket of the latter, as well as all registers of the issue and record of schedules, should provide for the mention of the serial number of the books thus furnished to the enumerators. In the case of the small books intended to be supplementary, it is unnecessary to provide the Code of instructions or the specimen schedule (unless the latter be inseparable from the enumerator's abstract), as the block list and abstract alone will suffice.

3. Pending the settlement of the question of the standard editions to be adopted, the Provincial Superintendent will probably have secured a good colloquial translation of the Instructions, Abstract and block list, and have prepared the sample entries he proposes for the specimen schedule. These can then be struck off in accordance with the rate of binding up the books. In addition, however, to the specimen schedule which forms part of the book, separate editions of these schedules, to suit special parts of the Province, have been proposed for circulation with the instructions to Superintendents and Supervisors Suggestions for framing such sample-schedule will be found in note G. of this day's date.

4. The indents for Enumeration-books framed by Collectors or Deputy Commissioners should be based on the general distribution of their districts into blocks, and should reach the Provincial Superintendent of Census Operations not later than September. The form in which they are forwarded should specify the number of blocks, and houses and of boats, where the numbers are large enough to be made into separate blocks, as well as of books of each standard size which are required. For this, the record of 1881 will in many cases prove an adequate guide, but in Upper Burma, and probably throughout a great part of the Madras Presidency, fresh enquiries are inevitable. It should also be stated in what language or character the books should be printed, and to what station on the railway, or to what port or landing place, the consignments of books are to be sent.

5. The Provincial Superintendent should scrutinise the indents carefully, and when he thinks them correct, he should make them over, under his countersignature, to the Superintendent of the Press concerned, or to the special establishment kept at the Press, as will be mentioned below. These indents should be registered, for future guidance, both with reference to the actual district requirements, and to the total number of schedules in each language or character, issued from each Press for each Province. Where several Provinces are

supplied from one Press, it may be even found advisable to keep a ledger there for each Province, showing the account for each district therein on a separate leaf, as well as a general day-book of the total indents registered and despatched. Irrespective of special Press particulars that may have to be recorded, the following rough drafts indicate what is above suggested :—

(A).—*Ledger of Province* *District.**

INDENTS RECEIVED.						CONSIGNMENTS DESPATCHED.				
Indent.		Date of receipt at Press.	Number of—		Language or character in which printed.	Number of—			Date of despatch.	Destination (Station or Port).
No.	Date.		Schedules (pages).	Books.		Schedules.	Books.			
							Pages.	No.		
1	2	3	4	5	6	7	8	9	10	11

* The districts to be entered alphabetically.

(B).—*Day Book of the* *Press.*

Date.	ORDERS.								ISSUES.							
	Indent.				No. of—			Language or character.	No. of—			Language or character.	Province.	Station, &c., of address.	Number of invoice, &c.	Charge for carriage.
	Number.	Date.	Province.	District.	Schedules.	Books.			Schedules.	Books.						
						Pages.	Number.			Pages.	Number.					

Note.—A monthly summary will show the total transactions by language or character and by Province also, if required, and should be countersigned by the Superintendent of the Press.

6. As regards priority of claim in the order of despatch it will be advisable for the Provincial Superintendent to make over to the Superintendent of the Press a list prepared, where several Provinces are concerned, jointly with his colleagues in those Provinces, setting forth generally the above order, as far as it can be observed. Special cases, such as that of Assam, should, of course, be dealt with by direct arrangement between the Superintendents of that Province and Bengal. It is also obvious that the cheapest mode of carriage must be adopted; and, if necessary, special arrangements to preclude lengthy detention at stations might be made with the Traffic Managers of the Railways concerned.

7. The general arrangements for the census imply the preparation of the block list of houses before the end of December, so that no schedules should be called for after that date. To meet emergencies, however, the Provincial Superintendent whose printing is being done outside his charge, should provide a depôt or two, under his control, in which an extra stock of books of all the standards he has prescribed, may be ready for distribution up to the end of the preliminary record.* It should be thoroughly understood, however, that in Provinces where the census was taken in 1881, the record of that year, and the time allowed for preparation on the present occasion deprive district officers of the excuses for late or erroneous indents which were undoubtedly sufficient when the work was entirely new.

* Such as Allahabad and Lucknow; Mandalay; Nagpur, Jabalpur and Raipur; Akola; Ajmir; Indore, Bhopal, Satna; Lahore and Delhi; Calicut and Gooty; Cuttack, Patna and Dacca; Poona, Surat and Dharwar.

8. The indents for boat, railway and household schedules will have to be separately registered, and probably the latter will be only required in such small numbers in each district, that a supply can be sent by post or passenger train at no great cost. In Bengal, Assam and Burma, however, the first require considerable attention on the part of district officers, and should be sent in before September.

CALCUTTA; *The 20th May 1890.*

J. A. BAINES,
Census Commissioner for India.

No. LIV.

SIMLA;
The 30th January 1890.

No. $\frac{A}{1890}$-1-12.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—All Local Governments and Administrations.

Having been instructed by the Government of India to submit estimates of the probable expenditure on Census operations during the year 1890-91, at as early a date as possible, I have the honor to enclose herewith a copy of Census Circular $\frac{A}{1890}$, and to request you to kindly furnish me at your early convenience with the necessary estimate for your Province, giving details of the data on which it is based.

CIRCULAR $\frac{A}{1890}$.

ACCOUNTS AND ESTIMATES.

1. The accounts of the Census of 1881 were kept under different headings in each Province, so that comparison and compilation were matters of considerable difficulty, as can be seen from Appendix A. It is desirable, therefore, that a uniform system should be followed on this occasion, and in Appendix B will be found the headings and subheadings most convenient for the purpose.

2. Estimates for the year 1890-91 should reach the Census Commissioner, at Simla, as early as possible in February, so that he may be able to comply with the instructions of the Government of India conveyed in their Resolution No. 6037, dated 30th November 1889, in the Department of Finance and Commerce. The revised estimates for that year will be due early in the month of November 1890.

3. In framing the above estimates consideration may be given to the following general outline of the operations in connection with the Census, both before and after the actual enumeration :—

(*a*) *Superintendence.*—The Provincial Superintendent should take in hand the translation of the schedules, house-registers and Instructions to Supervisors and Enumerators, early in April, in order to start printing as soon as possible compatibly with the proper custody of the forms as struck off. He should have the forms of House Register ready for use in the districts by dates varying from May in Burma, Assam and the Central Provinces, to the end of September in Northern India. He should also discuss and settle the rules for the enumeration of special classes, such as the seafaring and the railway population, and super-

vise the preliminary scheme for the Census of the capital cities, in anticipation of his district arrangements. Considering the help afforded by the record of the distribution of area in 1881, the need for his personal consultation with District Officers is by no means as presssing as on the last occasion, so that between July and October, apart from special visits, his time will not be fully employed in Census work, and it may be convenient to assign to him some other duties which would allow of the distribution of his deputation allowance between the Census and the other grant concerned. From the first of October the Superintendent should be almost continuously on the move until a fortnight or three weeks before the Census, when his presence will be needed at his Head Quarters to dispose of urgent references, and make final arrangements for the work to be done after enumeration. His duties from the beginning of abstraction will vary according to the system adopted by the Provincial Government or Administration, and need not be defined for the purposes of the estimates under consideration.

(*b*) *Printing.*—Considering the very large number of forms to be struck off and distributed by a fixed date, it is not premature to have the paper in stock by the end of March. The opinion of the late Census officers at the Agra Conference was unanimously in favour of the book-form of schedule, made up according to standard sizes, to be prescribed by the Local Superintendent, at the Press, from which the indents could be distributed direct to the district centres. Thus taking the last Census returns as a basis, the Provincial Superintendent should be in a position to order preliminary issues of schedule books, in anticipation of the indents from District Officers which should be sent in on a uniform system to be prescribed by him as soon as he has personally investigated the question. Each book is to be complete with address, instructions, house-list for the block, and abstract of the results of the enumeration, for all of which, therefore, paper must be provided. There will also be a considerable supply required for householders' schedules, enumeration-tickets, appointment-certificates under the Census Act, and minor forms in connection with the preliminary arrangements. At this date it is out of the question to estimate with accuracy the probable amount of material that will be wanted for all these, but so far as books of schedules are concerned, the data necessary for a rough estimate will be found in Appendix C. It must also be borne in mind in connection with the indents for paper, that all the forms required for abstraction and tabulation must be ready at the office where they are to be used at least a fortnight before the Census, since under the proposed scheme of procedure, abstraction must be started immediately after the schedules have been collected from the enumerators. Thus with the exception of the final compilation tables, all the heavy printing work will fall within the financial year under consideration and the estimates must be framed accordingly. Specifications giving the size of each form will be issued at an early date by the Census Commissioner, so that the Local Presses may not be hard pressed for time at the end of the calendar year, as they were in 1881.

(*c*) *District Administration.*—General estimates of the agency required and the sources from which it is to be obtained should be sent in to the Provincial Superintendent between May and October. Houses should be numbered and blocks and circles finally demarcated during the months of October, November and December in Northern India, and earlier in other Provinces, according to local circumstances. The expenditure on preliminaries in most provinces is comparatively light, and in municipalities, as a rule, the constituting Act provides for such charges on the municipal revenue. During the progress of the house-numbering, and for

the purpose of arranging enumerators' blocks, the officers employed in supervision will be continuously travelling over the areas assigned to each. The principle on which their tour-charges are to be distributed will be the same as in 1880-81, namely, that only such portion of the allowances thus paid is to be charged against the Census grant as would not have been incurred but for the Census. Thus officials whose ordinary duties entail habitual or frequent journeying within a certain subdivision, to meet the expense of which provision already exists, will not draw allowance against the Census assignment merely because they were engaged on Census work within the limits of their ordinary duties. On the other hand, officials specially deputed at the time of the Census, either away from their ordinary place of work, or beyond the limits within which they have in the course of their duty to travel, will charge their travelling expenses, to the extent allowed under the Civil Code, to the Census*. As regards the payment of specially engaged non-officials, the practice in 1881 differed in every province, some Administrations having been far more successful than others in obtaining gratuitous assistance in the enumeration. It is the obvious aim of Government to enlist volunteers as far as possible, assigning them blocks or circles which entail no absence from their homes, and as the proportion of men sufficiently educated to perform the duties of enumerator is annually rising, it is not unreasonable to anticipate no increase over the charges in 1881 under this head. The preliminary record, which is made in the greater part of the country by the resident officials, will begin in January 1891, and the Census will probably be taken towards the end of February. Except in outlying and forest tracts, the services of non-officials will ordinarily be required for the latter process only; but two or three days altogether are likely to be occupied in preliminary instruction and in testing or totalling the results, respectively. Expenses actually incurred during that period, for journeys, &c., will be provided for according to the special orders to be issued by the Local Government or Administration concerned. When in a municipality the expense of enumeration or a share thereof falls upon Government, it will necessarily be distributed in the estimates under the prescribed headings. It will also be necessary to add to the charges for British territory, those incurred on behalf of any Feudatory State, which may be sanctioned by the Government of India, in communication with the Local Government or Administration with which that State is politically connected.

(*d*) *Abstraction, &c.*—The only portions of the charges on account of procedure after the Census which will come into the estimates for 1890-91, are the carriage of schedule-books to the abstracting-centres, and the printing and distribution of the working-sheets and other forms required which as mentioned above should be ready before the Census. At the same time it is desirable where it can be managed to place the men selected for the supervision of these duties at the disposal of the Provincial Superintendent from about the middle of February, so that they may be fairly settled in their new offices by the time the schedules begin to come in. Such a course would throw a small portion of their pay upon the current estimates whilst all from March onwards would be included in those of 1891-92.

It is hoped that by the aid of the above summary of the procedure to be adopted little difficulty will be found in framing the preliminary estimates now called for by the Government of India.

4. *Accounts.*—Correspondence between the accounts of Census expenditure kept by District Officers and those debited to this head by the local Accountant-General or Comptroller should be maintained by a periodical comparison as

* But on this point, see No. LVIII, page 158.

Head, &c.	Budget grant.	Total charged up to date.
A.—Enumeration—		
I. District charges ...		
II. Printing, &c. ...		
Total A. ...		
B.—Abstraction, &c.—		
III. Establishment charges		
IV. Printing, &c. ...		
Total B. ...		
C.—Superintendence—		
V. Pay and allowances ...		
VI. Office Establishment ...		
Total C. ...		
Grand Total ...		

in the case of the income tax accounts. A quarterly statement should be received by the Provincial Superintendent from the district treasury and Central Press on the one hand, and the Finance Department on the other, the former being classified under the heads given in the second column of Appendix B, the latter showing merely the total debited to the Census grant. A ledger account should be kept by the Superintendent, a quarterly summary of which should be communicated to the Census Commissioner, somewhat in the form shown marginally. It is not to be understood, however, that the Census Commissioner is a controlling officer within the meaning of the Accounts Code, but it is advisable that he should be kept informed of the course of expenditure on the Census.

5. The estimates for the year 1890-91 will be framed before the Provincial Superintendent assumes charge of his duties, but the revised estimates for that year and the estimates for 1891-92 should be prepared by him for the Local Government or Administration under which he is serving in time to reach the Census Commissioner by 1st November 1890 and 1st February 1891 respectively.

Simla ;
20th January 1890.

J. A BAINES,
Census Commissioner for India.

APPENDIX A.

Census Charges, 1881 (British Territory.)

Head.	Total, India.	Provinces.										
		Ajmere.	Assam.	Bengal.	Berar.	Bombay.	Lower Burma.	Central Provinces.	Coorg.	Madras.	North-West Provinces.	Punjab.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
A.—Enumeration.												
1. Deputation allowance ..	12,828	.	...	2,700	...	4,711	...	5,417	...	...	...	...
2. Supervision and Office ...	40,582	...	...	24,578	...	...	...	...	...	...	16,004	...
3. Travelling allowances ...	20,957	150	1,439	10,070	101	1,700	1,780	3,488	49	...	...	2,180
4. Enumerators' pay ...	77,234	400	6,073	20,129	278	14,048	8,768	7,278	...	...	3,100	17,160
5. House numbering ...	1,478	...	...	..	517	...	564	397	...	...	...	...
6. Lighting ...	1,832	...	...	...	1,295	...	...	537	...	...	...	...
7. Preparation of Block-books ...	1,560	...	...	...	...	...	1,560	...	...	...	...	...
8. Distribution of ditto ...	12,810	...	...	...	634	...	978	...	...	...	2,608	8,500
9. Paper and Printing ...	1,74,337	798	...	1,02,174	2,872	8,345	5,568	7,756	...	...	28,814	18,010
10. Rent and contingencies ...	57,770	171	4,053	28,270	...	6,430	4,730	2,496	...	...	6,230	5,390
11. Preparation (undetailed) ...	1,836	...	...	...	...	1,836	...	...	...	...	...	...
12. District charges (undetailed)	44,197	...	...	...	...	6,079	...	...	...	38,118	...	...
Total A. ...	4,47,421	1,519	11,565	1,87,921	5,697	43,149	23,948	27,369	49	38,118	56,846	51,240
B.—Tabulation.												
1. Office rent	34,350	...	...	27,379	...	1,913	2,212	2,225	...	...	...	730
2. Furniture and repairs ...	5,908	...	109	107	464	3,042	1,427	759	...	...	...	...
3. Office Establishment ...	23,031	...	...	14,732	2,060	2,437	1,765	2,037	...	...	...	...
4. Freight of Block-books ...	2,794	...	1,840	...	58	...	...	897	...	...	...	...
5. Working Establishment ...	10,51,018	150	21,961	5,45,714	11,736	1,06,832	28,964	98,850	1,684	...	1,76,418	58,700
6. Travelling allowances .	12,554	...	1,453	1,488	1,583	...	1,083	4,068	...	...	2,879	...
7. Paper and Printing ...	1,41,021	846	...	49,326	6,163	18,661	5,711	14,168	...	...	28,486	18,260
8. Contingencies	42,515	116	658	28,980	217	6,050	800	1,144	...	...	...	3,950
9. General charges (undet[illegible]	3,68,804	...	...	...	...	...	...	...	...	3,68,804	...	...
Total B. ...	10,82,004	1,112	26,030	6,67,726	22,281	1,30,435	41,962	1,24,147	1,684	3,68,804	2,07,783	81,640
C.—Superintendence.												
1. Superintendent's pay, &c. ...	38,252		...		3,372	...	6,503	14,077			11,400	...
2. Ditto travelling allowance. ...	2,613		686		1,040	...	...	...			1,067	...
3. Superintendent's pay and allowance combined.	31,407	Not reported.	...	Included in A. and B.	...	17,937	...	...	Not reported.	Included in A. and B.	...	13,470
4. Office Establishment ...	15,967		64		345	1,925	2,232	...			2,551	8,850
5. Establishment and allowance combined.	1,490		...		...	...	...	1,490			...	...
6. Rent of Office ...	478		...		...	...	...	...			478	...
7. Contingencies ...	1,537		737		...	...	...	...			...	800
Total C. ...	91,944	...	1,487	...	4,757	19,862	10,735	16,467	...	...	15,516	23,120
Paper and Printing &c., (undetailed).	96,034	...	...	...	2,102	...	...	...	854	93,078	...	...
GRAND TOTAL ...	23,18,003	2,631	39,082	8,55,647	34,837	2,03,446	76,645	1,67,983	2,587	5,00,000	2,80,145	1,56,000

Note.—The above figures are mostly taken from the Census Reports. The last item in the column for Berar represents the charge for preparing the tables for the Hyderabad detached Cantonments under British control.

APPENDIX B.

Headings for Census Accounts.

Main head.	Class of charge.	Sub-head.
A.—Enumeration	I.—District charges	1. House-numbering.
		2. Carriage of Block-books, &c., from Press.
		3. Lights, red ink, &c.
		4. Petty Stationery, &c.
		5. Travelling Allowance to officials.*
		6. Remuneration of Non-Officials.
		Total I.
	II.—Press charges.	7. Paper.
		8. Carriage of paper to Press.
		9. Printing.
		10. Binding and despatching forms.
		Total II.
		Total A.—(Enumeration).
B.—Abstraction and Compilation.	III.—Divisional and Central Office charges.	11. Office rent.
		12. Furniture.
		13. Office Establishment, Records.
		14. Ditto Correspondence and Accounts.
		15. Ditto Menial.
		16. Working Establishment Officials.
		17. Ditto ditto Non-Officials.
		18. Travelling Allowance to Officials.*
		19. Carriage of Block-books from districts.
		20. Contingent charges, Postage, Stationery, &c.
		Total II.
	IV.—Press charges	21. Paper for Abstraction and Compilation.
		22. Carriage of ditto ditto to Press.
		23. Printing.
		24. Despatching charges.
		Total IV.
		Total B.—(Abstraction and Compilation.)
C.—Superintendence.	V.—Personal charges	25. Deputation Allowance of Superintendent.
		26. Pay of substitute for Superintendent.
		27. Travelling Allowance to Superintendent.*
		Total V.
	VI.—Establishment and Office charges.	28. Superintendent's Office Establishment.
		29. Contingent charges, Postage, Stationery, &c.
		Total VI.
		Total C.—(Superintendence.)
		Grand Total A, B and C.

* Travelling Allowances are not to be debited to the head of Census, but to that of the Department to which the salary is debited. For the purpose of recording the whole cost of the census it has been ruled that a separate account of these charges should be kept by the Provincial Superintendent.

APPENDIX C.

Rough forecast of Agency and Form supply.

Province.	In 1881.					Estimated for 1891.			Logarithms.		Schedules.	
	Population (P.)	Occupied houses.	Average persons per house.*	Enumerators.	Average rate of annual increase per mile† (r).	Maximum population (A).	Number of occupied houses.	Maximum number of enumerators.	Population of 1881 (P).	Annual increase of population (k).	Languages used.	Proportions of each main language.
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Ajmir	460,720	64,120	7·2	2,584	7	494,000	68,610	2,759	5·6634371	0·0030295	Urdu 188 Books; Hindi, 2,365 Books; English, 31 ...	Hindi, ·94; Urdu, ·03.
2. Assam	4,881,420	859,390	5·6 1·40	14,640	8·5	5,312,590	949,680	15,836	6·6885462	0 0036759	English, 4,230; Bengali, 321,900; Assamese, 379,920; Khasi, 23,200; Manipuri, 12,300; Nagri, 1660.	Bengali, ·49; Assamese, ·30.
3. Bengal	69,536,860	11,036,770	6·3 0·32	192,582	8	75,304,370	11,953,080	209,151	7·8422151	0·0034605	Bengali, 5,646,500; Uriya, 895,000; Urdu, 250,000; Kayati, 2,523,000; Nagri, 347,500; Nipali, 12,000; English, 61,000.	Bengali, ·58; Kayati, ·26; Uriya, ·09 Urdu, ·03; Nagri, ·03; English, &c., ·01.
4. Berar	2,672,670	466,030	5·7 0·31	10,395	8·5	2,908,740	510,300	11,329	6·4269453	0·0036759	Marathi and Telugu, numbers not stated	Marathi, ·83; Hindi, ·11.
5. Bombay Presidency	13,267,400	2,364,260	5·6 0·14	36,331	8	14,367,820	2,565,680	39,526	7·1227859	0·0034605	Marathi, 1,738,860; Gujarati, 1,019,840; Kanarese, 728,520; English 8,200.	Marathi, ·47; Gujarati, ·19; Kanarese, ·13.
6. Bombay City ...	775,190	29,310	26·3	1,925	10	954,090	32,480	2,145	5·8883895	0·0043214	Triglott, 1 form per family or tenement.	
7. Sind	2,413,820	433,580	5·5 0·23	4,141	8	2,614,030	473,280	4,507	6·3827049	0·0034605	Sindhi, 415,990; English, not stated.	
8. Lower Burmah ...	3,736,770	677,370	5·5 0·34	16,974	9	4,087,040	743,100	18,577	6·5724964	0·0039912	Burmese, 982,370; English, 62,750	Burmese, ·94; English, ·06.
9. Central Provinces ...	9,838,790	2,336,980	4·2 0·15	42,212	8	10,654,830	2,530,860	36,565	6·9929416	0·0034605	Hindi, 40,000 Books; Marathi, 11,000 Books; Uriya, 10,000 Books; Telugu, 1,200 Books; Urdu, 300 Books; Tamil, 501; English, 500 copies.	Hindi, ·62; Marathi, ·20; Uriya, ·06; Gondi, ·10.
10. Coorg	178,300	22,360	7·9	1,514	8	193,090	24,440	1,639	5·2511513	0·0034605	Kanarese, 30,200; English, 50; (Approximate only).	
11. Madras ...	31,170,630	5,711,530	5·5 0·19	75,961	8	33,755,970	6,137,450	82,082	7·4937456	0·0034605	Not on record in report	Tamil, ·40; Telugu, ·39; Kanarese, ·04; Malayalim, ·08; Uriya, ·04.
12. North-West Provinces and Oudh.	44,107,870	6,966,500	6·4 0·28	150,127	3·25	46,516,590	7,268,220	158,120	7·6445159	0·0013092	Nagri, 61,850; Kayati, 43,830; Persian character, 43,930; English, 508.	Hindi and Urdu, ·96; Garhwáli, ·02.
13. Punjab	18,850,440	2,706,910	6·9 1·05	52,983	6	20,012,500	2,900,360	56,642	7·2753215	0·0025980	Persian character, 4,520,800 pages; Nagri, &c., 794,800; Urdu, 14,000; English, 83,800; Private forms, 12,000.	Punjabi, ·64; Urdu, ·20; Pahadi, ·36.
Total British Territory	201,888,880	32,574,110	5·8	602,389	7·5	217,075,650	36,162,540	638,738	8·3041124	0·0032499		

* The index figures show the average district variation from the Provincial average.
† Taken chiefly from the Census Report for India, 1881.
‡ Mean between the proportion by houses and that by persons, per Block, in 1881.

NOTE TO APPENDIX C.

It may be pointed out that the proposed standard enumerator's book consists of (*a*) stout cover with address, &c., printed outside; (*b*) code of instructions; (*c*) specimen schedule varying for each division or language of the Province; (*d*) abstract, to be filled in after the census; (*e*) enumerator's block list of houses; and (*f*) blank form sufficient for each house with, say, 5 or 8 per cent. extra for contingencies. The number of household schedules to be returned separately is comparatively small, except in one or two of the chief cities of the province.

Thus, the standard block being taken at 60 houses, about 75 pages will suffice, as a mean, for each book, including wastage in printing. Adding 14 for instructions, house-list, sample schedule and abstract, and taking the standard size of '20″ × 8⅜″', 15 sheets of royal paper will be required, and ½ sheet of stout cartridge covering. The quality of paper recommended is about 20 lbs. per ream unbleached, at about Rs. 3 per ream of 500 sheets;* and super-royal cartridge, about 32 to 38 lbs. per ream of 480 sheets* at Rs. 4-8-0. This would bring the cost of material for 1,000 books to about Rs. 93-2-0, or, including carriage of paper, to Rs. 95.†

The working sheets for abstracting each block-book for the Imperial tables may be roughly estimated at four sheets of lighter paper of the same sort as the above, at about Rs. 2-8-0 per 500 sheets, or Rs. 20 per 1,000 books.

The Subdivisional-Tabulation will be carried out in a series of registers which will require about 2½ reams of unbleached paper, royal, at Rs. 3, or Rs. 7-8-0 per 1,000 blocks.†

The total paper, therefore, for 1,000 blocks will cost approximately Rs. 122-8-0, or, with the minor forms mentioned in the circular, to Rs. 125. Applying this rate to the estimated number of books entered in the above Appendix, the cost of paper required in each Province will be as below, the cost of printing being estimated, according to local circumstances, by each Government or Administration :—

* Recommendations as to the manufactory employed will follow, when all samples have been tested.
† Rather more, *viz.*, Rs. 8-10, counting extra tables, &c.

Province.	Enumeration at Rs. 98 per mille.‡	Abstraction, &c., at Rs. 27 per mille.	Total.*
	Rs.	Rs.	Rs.
Ajmere-Merwara	274·4	75·6	350·
Assam	1,548·4	426·6	1,975·
Bengal	20,501·6	5,648·4	26,150·
Berar	1,107·4	305·1	1,412·5
Bombay	3,871·0	1,066·5	4,937·5
Bombay City†	205·8	56·7	262·5
Sind	441·0	121·5	562·5
Lower Burma§	1,822·8	502·2	2,325·
Central Provinces	3,586·8	988·2	4,575·
Coorg	156·8	43·2	200·
Madras	8,045·8	2,216·7	10,262·5
North-West Provinces	15,493·8	4,268·7	19,762·5
Punjab	5,537·0	1,525·5	7,062·5
TOTAL ...	62,592·6	17,244·9	79,837·5

The above is exclusive of materials supplied to Feudatory States, and is no more than a rough estimate that can be used in starting the Census work.

J. A. BAINES,

Census Commissioner for India.

* In the General estimate the quantities have been doubled, to allow for waste and double abstraction.
† In Bombay City a triglott form was used, but with registers and instructions the cost is about the same as the standard.
‡ The actual rates quoted by the Calcutta, Bombay and Madras Presses varied from Rs. 73 to Rs. 104.
§ Upper Burma is excluded from all the estimates at present.

No. 25, dated Calcutta, the 11th February 1890.
Endorsed by the Home Department.

Copy forwarded to the Department of Finance and Commerce, in continuation of endorsement No. 17, dated the 4th instant. This is a rough estimate subject to correction when Local Governments have sent in their estimates.

No. LV.

No. 85—1890.

From—C. J. LYALL, Esq., C.I.E., Officiating Secretary to the Government of India,

To—The Secretary to the Government of Madras, Revenue Department, to the Chief Secretary to the Government of Bombay, to the Chief Secretary to the Government of the North-Western Provinces and Oudh, to the Secretary to the Government of the Punjab, to the Chief Commissioner of Assam, the Resident at Hyderabad.

CALCUTTA;

The 13th December 1889.

I am directed to acknowledge the receipt of your letter * nominating † as Provincial Superintendent of Census operations in ‡, and in reply to say that the Governor General in Council accepts the nomination of {His Excellency the Governor in Council. / His Honour the Lieut.-Govr. (and Chief Commr.)}* your nomination.

*Madras, No. 460, dated 3rd June 1889.
Bombay, No. 2227, dated 10th June 1889.
N.-W.P. and Oudh, No. 2934—II.-811 A.-4, dated 8th July 1889.
Punjab, No. 1715, dated 23rd November 1889.
Assam, No. 4499, dated 24th July 1889.
Hyderabad, No. 3746, dated 26th September 1889.

†Mr. H. A. Stuart.	Mr. R. E. Younghusband.
Mr. W. W. Drew.	Mr. E. A. Gait.
Mr. G. F. G. Forbes§	Captain Warren Hastings.†

‡the Madras Presidency.	the Punjab.
the Bombay ,,	Assam.
the N.-W.P. and Oudh.	the Hyderabad Assigned Districts.

§ (To Assam and Hyderabad).

His Excellency in Council has had under consideration the question of the pay to be allowed to Provincial Superintendents, and has decided that a deputation allowance of Rs. $\frac{400}{200}$§ a month shall be given in addition to the salary to which † would be entitled in the line, subject to the proviso that his aggregate salary, including deputation allowance, shall not at any time during the currency of the appointment exceed Rs. 1,500. Should any special circumstances arise which, in the opinion of {His Excellency the Governor in Council / His Honour the Lieutenant-Governor (and Chief Commr.)}* your opinion render it necessary to raise this maximum, they should be reported for the consideration and orders of the Government of India.

[*Note.*—Subsequently, Mr. B. Robertson of the Bombay Civil Service was appointed to the Central Provinces, Mr. B. Egerton, Superintendent of Police, to Ajmir-Merwara, Mr. C. J. O'Donnell to Bengal, and Captain R. C. Temple to Burma; the maximum aggregate salary and allowances in the last two cases was raised to Rs. 1,800. Captain R. C. Temple, however, was unable to join his appointment up to the 30th June 1890, so other arrangements were made.]

No. LVI.

No. 3.

From—A. P. MACDONNELL, Esq., C. S. I., Secretary to the Government of India Home Department.

To—The Census Commissioner for India.

CALCUTTA;

The 7th January 1890.

I am directed to inform you that the Governor General in Council having considered the question of the amount of daily halting allowances which should be given to you and to the Provincial Superintendents of Census operations, has been pleased to fix the allowances at Rs. 10 a day for yourself and Rs. 7-8 a day for the Provincial Superintendents.

No. 4.

Copy to the Department of Finance for information.

* Afterwards changed to Mr. E. D. Maclagan.
† Afterwards changed to Mr. D. C. Baillie.

No. LVII.

Payment by Provincial Government of the salaries and travelling allowances of officers deputed to the Census Conference at Agra.

Extract from the Proceedings of the Government of India in the Home Department (Census),—No. 3 R.—72-81, under date Calcutta, the 10th December 1889.

Read—

Letter from the Census Commissioner for India, No. 4—1889, dated the 8th October 1889, on the subject of the expenses to be incurred in connection with the deputation of officers from the several provinces to the Census Conference to be held at Agra.

RESOLUTION.—In accordance with the principle adopted in Home, Revenue and Agricultural Department Resolution No. 24—522 to 537 C., dated 31st December 1880, the Governor General in Council is pleased to decide that Provincial Governments shall pay the salaries and travelling allowances of officers deputed to the Census Conference. The Census grant will be debited only with the extra cost, if any, involved in temporary appointments at the bottom of the list to fill the places of the officers deputed.

ORDER.—Ordered, that a copy of this Resolution be forwarded to Local* Governments and Administrations for information and guidance; and that a copy be forwarded to the Census Commissioner for India and the Department of Finance for information. Original papers returned.

* Except Assam, Coorg, and Hyderabad.

(True Extract.)

C. J. LYALL,
Offg. Secretary to the Government of India.

No. LVIII.

RESOLUTION.

CALCUTTA;
The 22nd February 1890.

No. 930.

Read again the undermentioned Proceedings in the Home, Revenue and Agricultural Department, regarding the incidence of charges connected with the Census of 1881 :—

1. Resolution No. 8—120-131, dated the 4th August 1880.
2. Resolution No. 24—522-537 C., dated the 31st December 1880.

Read also—

Resolution in the Home Department, No. 3—72-81 R., dated the 10th December 1889, regarding the adjustment of the salaries and travelling allowances of officers deputed to the Conference held at Agra for the forthcoming Census.

RESOLUTION.—In accordance with the principle adopted on the occasion of the Census of 1880-81, the Governor General in Council is pleased to direct that the salaries of Government officers deputed to duties in connection with the forthcoming Census shall continue to be debited to the Heads of Account to which they were previously debitable, and that their travelling allowances shall also be charged in the same way; while all other expenses which, but for the Census operations, would not have been incurred, including the extra cost, if any, involved in temporary appointments made at the bottom of the gradation lists to fill vacancies caused by the absence of officers deputed, shall be debited as Census charges and treated as Imperial.

ORDER.—Ordered, that this Resolution be communicated to the Home Department, to all Local Governments and Administrations, to the Comptroller and Auditor General, and to all Accountants General and Comptrollers.

E. LAWRENCE,
Under Secy. to the Govt. of India.

No. LIX.

No. $\frac{48}{1890}$.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—The Secretary to the Government of India, Home Department.

CALCUTTA;

The 30th April 1890.

In connection with my No. 24 of the 11th March last, I have the honour to inform you that I obtained from the Department of Finance and Commerce a statement of the allotment for Census purposes of a sum of Rs. 8,50,000 during the current year.

2. In accordance with the above statement, I have amended the estimates sent with my memorandum No. 7 of the 30th January last, as shown in the table accompanying this letter, which should, I submit, be formally approved by the Government of India, for the guidance of Provincial Governments and Administrations.

3. It will be unnecessary, I believe, to sanction in detail, for account purposes, more than the establishment and allowance charges under head C, which are fixed by the Provincial authorities for the year. In connection with this item, I may explain that in Assam and Burma the rate of salary is higher than in other Provinces. In Bengal a special establishment has been maintained for the registration of changes in village areas and population, and this establishment is now made over to the Superintendent, which accounts for the high rate. In Madras the staff of clerks and menials entertained is considerably in excess of that in other Provinces, but as I have not yet had an opportunity of discussing the point with the local authorities, I am unable to say how far economy has been observed in the provision.* In the other Provinces the amount entered is moderate. The pay of a substitute has been entered in Burma, Berar, Bombay, Punjab, Madras, Assam and the North-West Provinces. In the Central Provinces no such provision was made by the Local Administration, as the Census Superintendent has been lent by Bombay, but I presume some arrangement has been or is to be made in the latter Province for the loss of that officer's revenue services, so I have entered Rs. 500 for eleven months in the Central Provinces budget on this account.†

4. The printing charges have been distributed by Provinces, as, though much of the work will be concentrated in Calcutta, the press will keep a separate account of them for each Superintendent indenting. It appears, however, that a special printing assignment of Rs. 1,00,000 for Bengal and Rs. 50,000 for India was entered by the Department of Finance and Commerce. I have entered the latter, accordingly, under the head of the Province, where practicable, and elsewhere under the general head of Feudatories, since much will be taken up for Central India and Rajputana. A sum is held also in reserve under this head, instead of being added to the special head of Bengal, to be distributed at the revision of the estimates in November next.‡

5. Soliciting the sanction of Government to the above arrangement, &c.

* It has since been found that only a portion of the sanctioned establishment has been entertained.

† This provision has since been found unnecessary and only Rs. 2,200 need be provided.

‡ See explanatory note XIII on back of Table

No. LX.

(APPENDIX TO No. LIX.)

First Estimate of Expenditure during 1890-91.

		Grand Total.	India.						Provinces.								
			Total INDIA.	Ajmir.	Andamans.	Berar.	Coorg.	Census Commissioner and Feudatories.	Total, Provinces.	Assam.	Bengal.	Bombay.	Burma.	Central Provinces.	Madras.	North-West Provinces.	Punjab.
A.—ENUMERATION.		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
I. 1. District charges	...	2,22,160	4,100	750	200	3,050	100	...	2,18,000	14,000	31,000	37,000	40,000	15,000	15,000	30,000	36,000
II. 2. Paper and carriage to Press	...	2,07,210	1,16,710	260	50	1,200	200	1,15,000	90,500	2,000	42,500	5,500	5,000	5,000	12,000	12,000	6,500
3. Printing	...	1,14,610	59,110	190	30	800	100	58,000	55,500	1,000	21,500	3,500	4,000	4,000	9,000	8,000	4,500
4. Distribution from Press ...	...	28,870	2,370	50	20	250	50	2,000	26,500	2,000	6,000	2,000	2,500	2,000	6,000	3,000	3,000
Total, II	...	*3,50,690*	*1,78,190*	*490*	*100*	*2,250*	*350*	*1,75,000*	*1,72,500*	*5,000*	*70,000*	*11,000*	*11,500*	*11,000*	*27,000*	*23,000*	*14,000*
Total, A—Enumeration	...	**5,72,790**	**1,82,290**	**1,240**	**300**	**5,300**	**450**	**1,75,000**	**3,90,500**	**19,000**	**1,01,000**	**48,000**	**51,500**	**26,000**	**42,000**	**53,000**	**50,000**
B.—ABSTRACTION.																	
III. 5. Office rent and furniture	...	22,500	1,050	50	...	600	...	400	21,450	600	3,000	3,000	1,500	1,000	8,360	2,000	2,000
6. Do. establishment ...	...	15,500	1,850	50	...	600	...	1,200	13,650	300	7,000	500	500	1,200	2,150	1,000	1,000
7. Carriage of books to office	...	15,840	140	50	20	70	...	...	15,700	1,000	6,000	1,000	1,500	1,500	5,000	1,200	1,500
8. Office contingencies ...	...	8,190	290	30	...	50	50	160	7,900	100	3,000	500	500	300	2,500	500	500
Total, III	...	*62,030*	*3,330*	*180*	*20*	*1,320*	*50*	*1,760*	*58,700*	*2,000*	*16,000*	*5,000*	*4,000*	*4,000*	*18,000*	*4,700*	*5,000*
IV. 9. Paper and carriage to Press	...	45,400	6,100	150	50	800	100	5,000	39,300	2,000	15,400	2,800	4,000	2,000	4,300	5,000	4,000
10. Printing	...	21,680	2,580	100	30	400	50	2,000	19,080	900	6,800	1,680	2,000	1,500	1,400	3,000	2,000
11. Distribution from Press ...	...	11,280	1,680	30	...	200	50	1,500	9,400	100	3,000	1,000	500	500	300	2,000	2,000
Total, IV	...	*78,340*	*10,560*	*280*	*80*	*1,400*	*200*	*8,600*	*67,780*	*3,000*	*25,000*	*5,280*	*6,500*	*4,000*	*6,000*	*10,000*	*8,000*
Total, B—Abstraction	...	**1,40,370**	**138,90**	**460**	**100**	**2,720**	**250**	**10,360**	**1,26,480**	**5,000**	**41,000**	**10,280**	**10,500**	**8,000**	**24,000**	**14,700**	**13,000**
C.—SUPERINTENDENCE.																	
V. 12. Allowance of Superintendent and pay of his substitute	...	98,400	33,900	200	...	3,700	...	30,000	64,500	7,700	4,400	9,900	4,400	9,900	8,400	9,900	9,900
13. Travelling allowance ditto	...	7,250	7,250	...	...	...	...	7,250	...	...	...	...	...	...	...	...	...
Total, V	...	*1,06,650*	*41,150*	*200*	...	*3,700*	...	*37,250*	*64,500*	*7,700*	*4,400*	*9,900*	*4,400*	*9,900*	*8,400*	*9,900*	*9,900*
VI. 14. Superintendent's establishment	...	20,570	4,750	100	...	1,200	...	3,450	15,820	2,500	2,500	1,320	2,600	600	3,300	1,500	1,500
15. Ditto office rent and contingencies	...	10,620	2,920	...	...	520	...	2,400	7,700	800	1,100	500	1,000	500	2,300	900	600
Total, VI	...	*31,190*	*7,670*	*100*	...	*1,720*	...	*5,850*	*23,520*	*3,300*	*3,600*	*1,820*	*3,600*	*1,100*	*5,600*	*2,400*	*2,100*
Total, C—Superintendence	...	**1,36,840**	**48,820**	**300**	...	**5,420**	...	**43,100**	**88,020**	**11,000**	**8,000**	**11,720**	**8,000**	**11,000**	**14,000**	**12,300**	**12,000**
GRAND TOTAL	...	**8,50,000**	**2,45,000**	**2,000**	**400**	**13,440**	**700**	**2,29,460**	**6,05,000**	**35,000**	**1,50,000**	**70,000**	**70,000**	**45,000**	**80,000**	**80,000**	**75,000**

J. A. BAINES,

Census Commissioner for India.

No. LXI.

EXPLANATORY NOTES ON THE FIRST ESTIMATES OF CENSUS CHARGES.

I. ITEM 1. *District Charges.*—These include remuneration of enumerators and all other agency employed, as well as expenditure incurred on the spot during the preliminaries or at the Census. In some cases, specially in that of Madras, the increase over 1881 is out of proportion to the increase in houses and people, since it is considered advisable to make the blocks a good deal smaller than on the last occasion, thereby employing more enumerators and supervisors. The population of Upper Burma is taken as equal to that of Lower Burma in 1891.

II. ITEM 2. *Paper.*—The estimate is for cartridge covers, and the schedules, instructions, house lists and preliminary abstract of population. The standard taken per book is 15 sheets Badami Royal, 20 lbs. per 500 sheets, at Rs. 3 per ream, with cover of ⅓ sheet cartridge, 38 lbs. for 480 sheets, at Rs. 4-8-0 per ream. An excess of about 5 per cent. is entered for minor forms and waste.

III. ITEM 3. *Printing.*—The estimate is roughly calculated from a specimen schedule, and a considerable allowance is made for variation in rates. In most cases it is expected the amount will cover the whole of the printing in connection with both enumeration-books and subsidiary forms.

IV. ITEM 4. *Distribution of Forms.*—The amount varies in each Province according to the facility of rail or water carriage, and includes conveyance of paper, where the schedules are not printed locally. The item is necessarily largely conjectural.

V. ITEMS 5, 6 AND 8. *Abstraction establishment, contingencies and furniture, &c.*—It is assumed in the general census programme that abstraction is to be started from the 1st of March, so that the accommodation, office establishment, record-racks, writing-boards, stationery, &c., should all be provided before the Census. A portion of the pay of the establishment, accordingly, and the whole of the furniture charges, will fall on the present estimates.

VI. ITEMS 7 AND 11. *Distribution and carriage of forms.*—These charges will obviously follow generally those under item 4, but will vary still further, according to the number of abstracting offices established in each Province.

VII. ITEMS 9 AND 10. *Paper and Printing of abstraction forms, &c.*—The supply is based on the number of Enumeration-books, and should be provided before the Census. A large excess is allowed, as experience shows that re-abstraction is necessary in from 20 to 50 per cent. of the work done.

VIII. ITEM 12. *Superintendence.*—The estimate allows for the substitute of the Superintendent, the deputation allowance of the latter being taken at Rs. 400 and Rs. 200 respectively in the larger and smaller Provinces. For Ajmir a full-time officer is not proposed, so a smaller allowance and establishment, &c., are provided. It is probable that the full amount will not be spent in the Central Provinces or in Burma.

IX. ITEM 14. *Personal Office of Superintendents.*—This has been taken generally from the Provincial estimates.

X. ITEM 15. *Contingent allowance for Superintendents.*—The estimates were mostly framed in the Provincial Offices and should cover all ordinary office expenses as well as printing of circulars and miscellaneous charges. Madras is considerably in excess of the rest, but probably the full amount entered will not be expended.

XI. ITEM 13. *Travelling expenses.*—These are only entered for the Census Commissioner, under Resolution No. 930 of the 22nd February, (Department of Finance).

XII. *Commissioner's Office arrangements.*—The establishment will vary at different times of the year. For 6 months a Head Clerk on Rs. 250 is included, whilst for 12 months an additional establishment costing Rs. 150 is estimated for. This sum may be paid in section writing, instead of on a regular establishment. For peons, the estimate includes one on Rs. 7 for twelve months, and three, on the same pay, for three months. The contingent allowance allowed should cover expenses of all kinds, including what is required for the

Head Office after the Census. The travelling charges are heavy, but as the tours are long it is not safe to under-estimate.

XIII. The provision, for printing and paper shown under 'India,' is to cover excess in paper or printing, and especially with the view of supplying forms to certain Feudatory States, in case of necessity, as was done in 1880-81. The Imperial budget shows Rs. 50,000 in this head and Rs. 1,00,000 under Bengal, which, being deducted, leave the census grant at Rs. 7,00,000.

No. LXII.

No. 112.

From—J. P. HEWETT, Esq., Under Secretary to the Government of India, Home Department,

To—The Census Commissioner for India.

SIMLA;

The 28th June 1890.

I am directed to acknowledge the receipt of your letter No. $\frac{48}{1890}$, dated the 20th April last, and in reply to say that the Governor General in Council approves the amended estimates of Census expenditure during 1890-91, amounting to Rs. 8,50,000, therewith forwarded.

No. LXIII.

No. $\frac{69}{1890}$.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—All Superintendents of Census Operations.

SIMLA;

The 21st June 1890.

I have the honour to communicate to you sundry orders of the Government of India in connection with Census accounts for your information and guidance.

2. As regards the debit of Census charges on account of salaries and allowances, the order marginally quoted runs as follows:—

Resolution No, 930, dated 22nd February 1890, Department of Finance and Commerce. (See No. LVIII.)

"In accordance with the principle adopted on the occasion of the census in 1880-81, the Governor-General in Council is pleased to direct that the salaries of Government Officers deputed to duties in connection with the forthcoming Census shall continue to be debited to the heads of account to which they were previously debitable, and that their travelling allowances shall also be charged the same way; while all other expenses which, but for the census operations, would not have been incurred, including the extra cost, if any, involved in temporary appointments made at the bottom of the gradation lists to fill vacancies caused by the absence of officers deputed, shall be debited as census charges and treated as Imperial.

It is on this principle that Budgets should be prepared and accounts kept with the District Officers and the Finance Department, as specified in my Circular letter No. 43, of the 29th of April last. As it is the same that was laid down in 1880-81, its observance is necessary in order to allow comparison to be made between the charges incurred at the two enumerations.

3. On the other hand, it is very desirable that the actual cost of the operations should be placed on record, so that with this view I am instructed by the Government of India to prescribe that you should keep an account of the full amount paid in salary, deputation, and travelling allowances of yourself and any others employed exclusively on duties in connection with the Census District and subordinate revenue and other officials who habitually move about their charges, and

No. 109, dated 19th June 1890, Home Department Census).

draw travelling allowance on that score, do not fall within the above category merely because they make certain journeys or tours within their charge on purpose to inspect the progress of the Census Operations; but the reverse is the case with stationary officials, who may be specially deputed to Census duty at a distance from the place where they reside on duty. It is, however, noted in the instructions issued by most of the Provincial Superintendents that such cases as the latter should be avoided as much as possible, so expenditure on that account should not be heavy. The printing charges should be dealt with in consultation with the Superintendent of the Press, and a subsidiary account should be obtained from Cantonment and Municipal bodies of the amount expended by them on the whole of the operations. This statement of the actual cost of the Census above prescribed should find place in your final report on the operations, and need not be submitted periodically.

4. As regards the allowances sanctioned for you when away from your head-quarters, the Government of India have prescribed a daily halting rate of Rs. 7-8-0. The Local Government or Administration should decide what are your head-quarters from time to time. Your journey charges will be payable in accordance with the Civil Service Regulations.

No. 3, dated 7th January 1890, Home Department (Census). (See No. LVI.)

5. I may as well take this opportunity of pointing out that though most of the charges on account of despatching enumeration and other forms to the districts will be payable at the press, and so come under Printing, there are minor items, such as cartage from the railway or landing-place, &c., which must fall under the head of District Charges, so that this sub-head, which I withdrew under a misapprehension from the list endorsed on my letter No. 43 above quoted, should, when the time comes, be restored to it.

6. The estimates, of which a copy is herewith* forwarded, will be revised by the Government of India towards the end of the calendar year, and I shall be glad to have your proposals punctually before me at the date mentioned in my former letter—that is, the 1st of November. The estimates for 1891-92 will include all the heavier charges on account of abstraction, tabulation, and compilation, and must therefore be carefully considered before February, when your time will be very full of the final arrangements for the Census. The system of abstraction, the provision of agency and of accommodation for it, of forms, and of office establishment will have been arranged beforehand in a general way; but the procedure will now have to be reduced to more or less exact figures, and a special note on this point will shortly be circulated.

No. LXIV.

FORT WILLIAM;

The 6th December 1889.

No. 4581-I.

From—G. R. IRWIN, Esq., Junior Under-Secretary to the Government of India, Foreign Department,

To—The Chief Secretary to the Government of Fort St. George.

The Secretary to the Government of Bombay, Political Department.
The Chief Secretary to the Government of Bengal.
The Chief Secretary to the Government of the North-Western Provinces and Oudh.
The Secretary to the Government of the Punjab.
The Chief Commissioner of the Central Provinces.
The „ „ of Burma.
The „ „ of Assam.
The Resident at Hyderabad.
The „ in Mysore.
The „ in Kashmir.
The Agent to the Governor General in Central India.
The „ „ in Rajputana.
The „ „ at Baroda.

* This is the statement accompanying No. X.

To the Governments of Fort St. George, Bombay, the North-Western Provinces and Oudh, and the Punjab.

It has been decided to include in the next census the Native States under the political control of the Government of Fort St. George. / Bombay. / North-Western Provinces and Oudh. / The Punjab.

This census will be taken in February 1891, and I am to inform you that the Census Commissioner has been authorized to communicate with Local Governments and Administrations direct on the subject.

To the Government of Bengal only.

It has been decided to include in the next census the Native States under the political control of the Government of Bengal, except Bhutan. This census will be taken in February 1891, and I am to inform you that the Census Commissioner has been authorised to communicate with Local Governments and Administrations direct on the subject.

To the Chief Commissioner of the Central Provinces only.

It has been decided to include the Native States under your political control in the next census which will be taken in February 1891, and I am to inform you that the Census Commissioner has been authorised to communicate with Local Governments and Administrations direct on the subject.

To the Chief Commissioner of Burma only.

It has been decided to include the Native States of India in the next census which will be taken in February 1891. I am to enquire whether it will in your opinion be practicable to take a census of the Shan States at the same time, and, if so, I am to request that you will be good enough to furnish the Government of India with a brief outline of the plan upon which you would recommend that the operations should be conducted, unless you consider that the methods to be followed in British territory can be adopted in the territory of the Sawbwas.

To the Chief Commissioner of Assam only.

It has been decided to include Manipur in the next census which will be taken in February 1891, and I am to inform you that the Census Commissioner has been authorised to communicate with Local Governments and Administrations direct on the subject.

To the Residents at Hyderabad, in Mysore, and in Kashmir, and the Agent to the Governor-General at Baroda.

It has been decided to include the Hyderabad State / Mysore State / Kashmir State / Baroda State in the next census which will be taken in February 1891, and I am to inform you that the Census Commissioner has been authorised to communicate with you direct on the subject.

To the Agents to the Governor-General in Central India and in Rajputana.

It has been decided to include the Native States under your political control in the next census which will be taken in February 1891, and I am to inform you that the Census Commissioner has been authorised to communicate with you direct on the subject.

No. LXXV.

No. 4189-I.

From—G. R. Irwin, Esq., Junior Under-Secretary to the Government of India, Foreign Department,

To—The Secretary to the Government of Bombay, Political Department.

Simla ;

The 28th October 1889.

It has been decided to take a census of British India in February 1891, and I am directed to enquire how far His Excellency the Governor of Bombay considers that it would be practicable to take a census of the African dependencies of Aden.

2. The Government of India presume that there is no reason why a census should not be taken, as in the year 1881, of the Native States under the political control of the Government of Bombay.

No. LXVI.

No. 122.

From—J. MONTEATH, Esq., Acting Secretary to the Government of Bombay, Political Department,

To—The Secretary to the Government India, Foreign Department.

BOMBAY CASTTLE;

The 8th January 1890.

I am directed to acknowledge the receipt of your letter No. 4189-I.. dated the 28th of October 1889, enquiring how far this Government considers that it would be practicable to take a census of the African dependencies of Aden.

2. In reply, I am to enclose a copy of a report No. 1510, dated the 7th ultimo, by Colonel Stace, Political Agent and Consul, Somali Coast, who considers that it would be impracticable and also useless to take a census of the African dependencies of Aden, and to state that the Governor in Council concurs in the views of Colonel Stace.

3. A counting of the houses in the above dependencies and an estimate based thereon of the real population would probably be feasible; and I am to enquire if any such approximate census would be acceptable.

ENCLOSURE.

No. LXVII.

No. 1510.

From—COLONEL E. V. STACE, Political Agent and Consul, Somali Coast,

To—The Political Resident, Aden.

ADEN;

The 7th December 1889.

With reference to Mr. Monteath's letter No. 7845 of 26th November, regarding a census of the African dependencies of Aden, I have the honour to report that I consider it impracticable and also useless, and my reasons are as follows.

2. The dependencies (I conclude) refer to the occupied ports of Zaila, Bulhar, Berbera, and Karam, and not to those to the east, termed flag ports. I shall, therefore, speak only of the four occupied ports.

3. I consider that the taking of a census might disturb the minds of the Somalis. Some would doubtless understand it and make no objection whatever; but it has to be recollected that there are during the trading season (the cold weather) very many wild Somalis from the interior in the ports, and these persons would certainly not understand, and might place inconvenient constructions on the proceedings.

4. Secondly, the population is so fluctuating that the census would be useless. During the cold weather some thousands of people flock to the ports of Bulhar and Berbera, and many to Zaila. These are entirely absent during half the year, retiring to the highlands of the interior.

5. To obtain a census of the more or less permanent residents, it should be taken in the hot weather.

No. 464-3965.

Memo. by—The Politieal Resident, Aden.

ADEN RESIDENCY;

The 8th December 1889.

Forwarded, with compliments, to the Secretary to the Government, Political Department, Bombay, with reference to Government letter No. 7845 of 26th November 1889.

No. LXVIII.

FORT WILLIAM;

The 22nd January 1890.

No. 219-I.

From—G. R. IRWIN, Esq., Junior Under-Secretary to the Government of India, Foreign Department,

To—The Secretary to the Government of Bombay, Political Department.

I am directed to acknowledge the receipt of your letter No. 122 of the 8th January 1890 regarding the proposed inclusion of the African dependencies of Aden in the census operations of 1891.

2. In reply, I am to say that the question raised in paragraph 3 of your letter under acknowledgment will be referred to the Census Commissioner, who will be requested, as previously arranged,* to communicate direct with the Government of Bombay on the subject.

* *Vide* Foreign Department letter No. 4581-I., dated the 6th ultimo.

No. 220-I.

A copy of the foregoing correspondence† is forwarded to the Census Commissioner, for information and guidance, in continuation of the Foreign Department's endorsement No. 4080-I., dated the 12th December 1889.

† No. 4180-I., dated the 28th October 1889, to the Government of Bombay.
No 122, dated the 8th January 1890, from the Government of Bombay, and enclosure.

[The Census Commissioner arranged to discuss the question personally with the Political Resident, Aden.]

No. LXIX.

RANGOON;

Dated 5th March 1890.

Revenue Department No. 83—3-C. G.

From—H. THIRKELL WHITE, Esq., C.S., Officiating Chief Secretary to the Chief Commissioner of Burma,

To—The Secretary to the Government of India, Foreign Department.

I am directed to acknowledge the receipt of your letter No. 4581-I., dated the 6th of December 1889, and to say that, after consulting the local officers, the Chief Commissioner is of opinion that no census of the Shan States can at present be undertaken.

2. The extent of the country, the variety of races inhabiting it, and the extremely scattered condition of the population make it unlikely that even approximately correct results could be attained without an unduly expensive staff of paid enumerators; and even if it were considered worth while to incur this expenditure for statistical purposes, it would be inexpedient to undertake a census in the Shan States at present, as such a proceeding would not fail to create mistrust in the minds of the people and their rulers.

3. I am to add that for the present a rough estimate on the lines indicated in Lieutenant Daly's letter (copy attached) could, if the Government of India approve, be made for the Cis-Salwin Shan States under the supervision of the Superintendents of the Shan States. Such an estimate would be most useful for revenue as well as statistical purposes. In the case, however, of the Trans-Salwin Shan States, over which there is as yet little or no control, it will not be possible to obtain even a rough estimate. The Chiefs of Wuntho, Kale, Baw and Thaungthut will be asked to give a statement of the numbers and constitution of the people in their States; but nothing can be done to ensure the accuracy or to test their returns. The estimates thus obtained might be incorporated in the Census report.

No. LXX

CAMP NAMRIE;
The 29th January 1890.

(Enclosure.)
No. 128-7-C.

* * * I opened some time since a circle and village register for the collection of information in regard to the number and size of villages, the approximate number of inhabitants, and their distribution by races, &c. Every effort is being made to render this register as complete as possible, and I hope that by the close of the present cold weather the information collected will be of a sufficiently extensive character to admit of the preparation of estimates based on fairly reliable data. Further than this I am afraid it is impossible to go at present. The collection of statistics in the Northern Shan States is rendered difficult by the mixed character of the population, which includes, besides Shans and Burmans, Kachins, Palaungs, Chinese, Lishaws, Panthays, Las, and probably one or two other tribes. The difficulty is further accentuated by the wild character of the hill tribes and the migratory habits of the population generally. If the Chief Commissioner is of opinion that estimates prepared in the manner suggested will be of any service, I would solicit instructions as to when those estimates should be submitted, and would recommend that I be permitted to postpone their preparation until the close of the marching season in June next, by which time I hope to have extended my personal enquiries and investigations to many circles of the Northern Shan States which are as yet unvisited.

2. It is probably unnecessary for me to record my conviction that the methods adopted in British territory could not at present be followed by the Sawbwas.

No. 919-I.

From—The Junior Under-Secretary to the Government of India, Foreign Department,
To—The Chief Commissioner, Burma.

FORT WILLIAM;
The 17th March 1890.

Referring the matter with other questions connected with the census of these States to the Census Commissioner.

No. 920.

Endorsing copy of the above to the Census Commissioner for India.

No. LXXI.

No. $\frac{30}{1890}$.

From—The Census Commissioner for India,
To—The Chief Commissioner of Burma.

CALCUTTA;
The 27th March 1890.

With reference to the correspondence noted marginally, I have the honour to inform you that in my opinion nothing of the nature of a synchronous enumeration should be attempted in the States in question. At the same time it appears that a certain amount of information regarding the population can be collected, and that a good deal of it can be made use in connection with the census. It would be worth while, I think, to obtain the number of inhabited houses, the approximate population by sex if possible, and certainly the names and relative strength of the different tribes and races. All this seems to be covered by the registers mentioned by Lieutenant Daly, and will therefore be available for the Cis-Salwin States. There seems to be no means of obtaining any accurate information even of houses across the river.

Your No. 83-C. G., dated 5th March 1890.
Foreign Department No. 919-I., dated 17th March 1890.

2. Several other parts of the province not mentioned in your letter are, I believe, inhabited by forest tribes, which must be excluded from the census

operations, and in their case, too, something of the same sort as is recommended for the Shans might be undertaken.

3. As regards the form in which the information collected in the register can be utilised, I would suggest that the results of the present year be dealt with, as proposed by Lieutenant Daly, in June, and that during the next marching season the registers be corrected and brought up to date, so that two years' record may be available by June 1891. It will then be seen how much of this can be incorporated in the census account of the province, whilst between the two seasons, enquiries regarding races, their origin and distribution may easily be pursued. The record of a single year would probably be not complete enough for a Census report.

4. I may also mention that if any detached areas in these States can be more accurately enumerated, say by distinction of age period as well as sex, the average result can be applied to some extent to similar tracts where such enumeration is impracticable.

No. LXXII.

Revenue Department No. 586—3-C.G.

From—J. E. BRIDGES, Esq., C.S., Officiating Chief Secretary to the Chief Commissioner of Burma,

To—The Census Commissioner for India.

RANGOON;

The 22nd April 1890.

In answer to your letter No. $\frac{30}{1890}$ of the 27th March 1890, I am directed to say that the Superintendents of Shan States and the Commissioners of the different divisions have been asked to say how far they consider it possible to carry out the proposals made in your letter, and the result of this reference will be communicated to you as soon as possible. At the same time I am to say that it is very improbable that any approximate enumeration of the Kachin tribes in Bhamo or Káthá or the Chindwin, or of the Chinbok tribes between the southern division of Upper Burma and Arakan, will be obtainable.

No. LXXIII.

Revenue Department No. 523—3-C.G.

From—D. H. R. TWOMEY, Esq., C.S., Under-Secretary to the Chief Commissioner of Burma,

To—The Census Commissioner for India.

RANGOON;

The 16th May 1890.

I am directed to forward for your information a copy of a letter No. 356—7-C., dated the 6th May 1890, from the Superintendent, Northern Shan States, with specimen sheets of village registers compiled for the Northern Shan States.

2. With reference to paragraph 4 of Mr. Daly's letter, I am to request that you will be so good as to say which form you would prefer for the village Register sheet No. 2.

No. LXXIV.

Enclosure.

No. 356—7-C.

Register No. 1 for Lashio contains much fuller and more accurate information than I can hope to obtain in regard to the great majority of circles. * * *

4. Register sheet No. 2 is made out in two forms. I am not sure whether it is necessary to submit nominal rolls of all villages. Perhaps a summary for each circle, as in the alternative sheet, will suffice. * * *.

APPENDIX TO No. LXXIV.

REGISTER 1.

Villages.	Number of houses.	ADULTS.		CHILDREN.		Race.
		Male.	Female.	Male.	Female.	

REGISTER 2.

Name of village.	Number of houses.	Race of inhabitants.

REGISTER 2 (*Alternative*).

Number of villages.	Estimated number of houses.	Estimated population.	Places.

[NOTE.—The last was selected by the Census Commissioner in his letter No. 61, dated 12th June 1890.]

No. LXXV.

No. 83.

From—C. J. LYALL, Esq., C.I.E., Officiating Secretary to the Government of India, Home Department,

To—The Superintendent of Port Blair and the Nicobars.

CALCUTTA,

The 13th December 1890.

With reference to your letter No. 465, dated the 11th June last, I am directed to say that it appears to the Government of India that there would be some advantage in having a separate census taken for each island in the group of the Andamans and the Nicobars; and I am to request that you will be good enough to favour this Department with your views on this point, and state whether there is likely to be any difficulty in arranging accordingly.

No. LXXVI.

No. 1568.

From—COLONEL T. CADELL, V.C., Superintendent of Port Blair and the Nicobars,

To—The Secretary to the Government of India, Home Department.

PORT BLAIR,

The 1st January 1890.

In reply to your letter No. 83, dated 13th ultimo, enquiring if there is likely to be any difficulty in having a separate census taken for each island in the group of the Andamans and Nicobars, I have the honour to state that it would be impossible to take a census in one day of the inhabitants of each island, but every endeavour will be made to obtain an approximately correct enumeration of them.

2. I beg to enclose copy of letter No. 65, dated 30th ultimo, on the subject.

No. LXXVII.

No. 65.

From—The Officer in charge Andaman Home,

To—The Superintendent of Port Blair.

PORT BLAIR,

The 30th December 1889.

With reference to your No. 1532, dated 26th instant, I have the honour to report that the taking of such a census would be a work of considerable time, and even then, owing to the nomadic nature of the people and our ignorance of their probable numbers in the interior, particularly in the Little Andaman Island, the result would be a mere guess and not even approximately correct.

CALCUTTA,

The 14th January 1890.

No. 7.

Endorsed by the Home Department.

Copy forwarded to the Census Commissioner for India for information.

No. LXXVIII.

No. $\frac{1}{1890}$.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—The Secretary to the Government of India, Home Department.

SIMLA,

The 10th January 1890

In reply to your No. 82 (Census) of the 13th December, I have the honour to inform you that in my opinion the schedules for the Andaman Islands, if in English, should be abstracted and compiled under the orders of the Provincial Superintendent of Census, Bengal, who will entertain a small special establishment, after the main abstraction is over, to scrutinise in detail the European, Eurasian, and Native Christian schedules, and the Andaman returns can conveniently be taken in hand by this agency.

2. I propose to submit a note on the Andaman Census as soon as I receive information on a few matters of detail, which I have asked Mr. Lyall to be good enough to obtain for me on his approaching visit to Port Blair.*

No. LXXIX.

No. 3166.

From—GENERAL SIR H. N. D. PRENDERGAST, K.C.B., V.C., R.E., Officiating Agent to the Governor General in Baluchistan,

To—The Secretary to the Government of India, Foreign Department.

QUETTA,

The 4th July 1889.

I have the honour to acknowledge the receipt of your endorsement No. 2011-I., dated the 18th May 1889, enquiring whether there is any objection to including British Baluchistan in the census operations of 1891.

* See No. C-18, page .

In reply I beg to state that in my opinion there would be great difficulty in taking a census of a scattered and shifting population such as that of British Baluchistan. The establishments at the disposal of the local officers are so weak that if it is intended to utilize them for the work of the census without adding very considerably to their present strength, the difficulty alluded to above would become almost insuperable. The Political Agent, Quetta-Pishin, reports, however, that if the Pishin and Shorarud Districts are excluded, he considers a census quite practicable, while Captain MacIvor with his wonted zeal sees no objection to the inclusion of all that part of British Baluchistan which falls under his political superintendence. It seems to me that a census in these parts would be expensive, unpopular, and untrustworthy, and I cannot recommend that this Agency should be included in the operations of 1891.

No. LXXX.

No. 2037-I.

From—G. R. IRWIN, Esq., Junior Under-Secretary to the Government of India, Foreign Department.

To—The Agent to the Governor-General in Baluchistan.

SIMLA,

Dated the 30th June 1889.

I am directed to acknowledge the receipt of your letter No. 3166 of the 4th July 1889, reporting that it is inexpedient to include British Baluchistan in the census operations of 1891.

2. The Government of India accept your opinion that it would be very difficult to take a census in Baluchistan in the ordinary way. It appears, however, to the Governor-General in Council that information of considerable value might be obtained if Political Agents were directed to make an estimate of population village by village during next winter. The result might be further tested during the cold weather of 1890-91 prior to their inclusion in the regular census returns, and to an informal enumeration of this sort the objections which you mention could hardly apply.

No. LXXXI.

No. 4629-I.

From—G. R. IRWIN, Esq., Junior Under-Secretary to the Government of India, Foreign Department,

To—The Agent to the Governor-General in Baluchistan.

FORT WILLIAM,

The 11th December 1889.

In continuation of this office letter No. 3037-I. of the 30th July 1889, regarding the inclusion of British Baluchistan in the census operations of 1891, I am directed to inform you that the Census Commissioner has been authorised to communicate with you direct on the subject.

FORT WILLAM,

The 12th December 1889.

No. 4679-4680-I.

Endorsed by Foreign Department.

Copy forwarded to the Home Department and Census Commissioner for information, in continuation of the Foreign Department's endorsements Nos. 4582-83-I., dated the 6th December 1889.

To the Agent to the Governor-General in Baluchistan, No. 4629-I., dated the 11th December 1889.

No. LXXXII.

NOTES BY CENSUS COMMISSIONER ON FEUDATORY STATES.

Central Indian States.

No. $\frac{35}{1890}$.

PART I.—STATISTICS REQUIRED.

1. The enumeration of these States will be of a much simpler character than that of British territory, and the schedule proposed is that used in 1881, which contained the following headings :—

House number.							Page.
Serial No.	Name.	Male or female.	Age.	Religion.	Caste.	Birth-State (or *Province*).	Occupation (or *means of subsistence.*)
1	2	3	4	5	6	7	8

* Lines for eight names.

The words in brackets are now proposed as additions. That in the last column depends upon the wording finally adopted for British territory†. The *birth-place* required to be shown in column 7 should be understood as the State in feudatory territory and the *province* in British. In column 6 the word *caste* must be shown in the instructions to include the *tribe* or race of forest communities, such as Bhil, Kol, and Gond, &c., and the sub-divisions of Mussalmans, as Mogul, Borah, Pathan, &c. A further change in the instructions now suggested is the prescription of the entry of the age in years, instead of using terms which, as in the case of *jawán* and *larka*, the experience of 1881 shows to have led to quite as much misstatement as ignorance of years does in other parts of the country.

2. The entries in the schedules will be "abstracted" for the purpose of compilation by means of four "working sheets" in the form given below :—

Working Sheet I.

Males.						Females.					
Age.	Hindu.	Mussalman.	Jain.	Bhil, &c.	Total.	Age.	Hindu.	Mussalman.	Jain.	Bhil, &c.	Total.
Infant.						Infant.					
1—4						1—4					
5—9						5—9					
10—19						10—19					
20—29						20—29					
30—39						30—39					
40—49						40—49					
50—59						50—59					
60 and over						60 and over					
Total ...						Total ...					

Working Sheet II.

Caste, &c.	Males.		Females.	
Total ...				

Working Sheet III.

Birth-place.	Males.		Females.	
Total ...				

Working Sheet IV.

Occupation.	Males.		Females.	
Total ...				

† This has been since settled as given in the heading of the column concerned.

It will be noted that, except as to sex, these sheets do not in any way check each other, so that accuracy must be obtained by a large percentage of re-abstraction.

3. The details thus abstracted have next to be tabulated into "registers" by States when the State is a small one; by pergunnahs or subahs when large. As a rule, about 150 to 250 blocks form a convenient number to be included in one register. The latter should all be of uniform size, and have the same number of entries per page, so that each block or village occupies the corresponding line throughout the series. The form of register will be as below :—

REGISTER I.—(*Religions.*)

Village.	Block.	Males.					Females.				
		Hindus.	Mussalmans.	Jains.	Bhils, &c.	Total males.	Hindus.	Mussalmans.	Jains.	Bhils, &c.	Total Females.
Page Total											

REGISTER II.—(*Ages by Religions.*)

Village.	Block.	Males (Hindus.)									
		Infants.	1—4	5—9	10—19	20—29	30—39	40—49	50—59	60 and over.	Total males.
Page Total ...											

NOTE.—The opposite page will be for *females*, and a separate register should be kept for each religion.

REGISTER III.—(*Castes, &c.*)

Village.	Block.	Males.								
		Brahman.	Rajputs.	Maratha.	Ahirs.	Kunbi.	Hajam.	&c.	&c.	Total males.
Page Total ...										

NOTE.—The opposite page will be for females as above mentioned.

REGISTER IV.—(*Birthplace.*)

Village.	Block.	Males.								
		Gwalior.	Panna.	Indore.	Dhar.	Ajmir.	Bombay.	Punjab.	& c.	Total males.
Page Total ...										

NOTE.—The females will be registered on a similar page opposite the males as in Registers II and III.

REGISTER V(*a*).—(*Occupation, &c., males.*)

VILLAGE.	Block.	Landholder.	Tenant.	Durbar service (writer).	Durbar soldier (private).	General labourers.	Spinning cotton.	General shop-keeper.	&c.	Total males.
Page Total ...										

NOTE.—A separate Register No. V (*b*) will have to be kept for female occupations, &c.

4. From these six registers the State totals will be compiled into the "Imperial Tables," which will be in exactly the same forms; but in place of the village in the first column, the State, or collection of States in the Agency, will be entered, and the statistics of caste occupation and to some extent of birthplace will be classified in groups which will be prescribed hereafter. As regards the territorial units which should be adopted in these tables, the Agent to the Governor-General should pass the final order. For local purposes, no doubt, one form should show the number of villages and the population by sex and religion for each State or Thakurate separately recognised politically, however small, somewhat as below :—

State, Thakurate, guaranteed jaghir, &c., &c.	Area in square miles, if ascertainable.	Number of towns and villages.	POPULATION.							
			TOTAL.			RELIGIONS (BOTH SEXES).				
			Total.	Males.	Females.	Hindus.	Mussalmans.	Jains.	Christians.	Forest Tribes.
1	2	3	4	5	6	7	8	9	10	11
Total of Agency...										

If the population returned at the census of 1881 be on record, it might also find a place in the above, the last columns of which will, of course, correspond in number to the religions separately tabulated. But for the Imperial tables so much territorial detail is unnecessary, and it will probably be enough if the States, &c., be grouped by Agencies, only Gwalior, Indore, and Bhopal being individually distinguished, and the smaller ones shown collectively for the political charge.

5. The statistics of houses can be obtained from the enumeration books, like those of population, and the number of villages will be found from the circle register or block list; but the area will have to be entered in the tables from departmental records.

6. For cantonments and railways, and for European and Eurasian residents at Agency head-quarters, &c., it will probably be necessary to use the schedule prescribed for British territory, and, in order to avoid the inconvenience mentioned in the report of 1881 of having to abstract from two forms, the Census Commissioner will endeavour to arrange to have all the larger schedules abstracted and tabulated at either Ajmir or Akola, leaving only the simpler form to be dealt with in Central India.

7. Amongst the subsidiary forms prescribed for the census is one called the "enumerator's abstract," which forms part of the enumeration book. It comprises merely the number of houses (occupied and unoccupied being distinguished as a means of check) and the population of the block by sexes. In British territory the latter is shown as resident and temporary respectively, but this distinction is probably not required in Central India. The essential points in connection with this short return are (*a*) that it should be re-totalled until

correct under the supervision of a census officer; (*b*) that it should be compiled as quickly as possible for the circle, charge, State, and agency respectively for incorporation in the general Imperial return, and also for use in checking the abstracted results; (*c*) that it should be removed from the enumeration book and separately filed before the latter is given out for abstraction in order to prevent the clerks from finding out beforehand the totals up to which they have to work.

PART II.—ADMINISTRATION OF THE CENSUS OPERATIONS.

8. The Political Agents should start and superintend the preliminary operations in the smaller States, and should aid the Durbar in the larger, keeping a watch, as far as possible, on the progress of the work, so as to prevent the delay that occurred in several States in the last census. The question of the census of guaranteed estates was raised in 1880-81, and was settled in favour of the guarantee-holders, so that it need not recur on this occaison. The Political Agents will arrange for the census, and the results will be incorporated with those of the State within which the estate is situated. Detached portions of States in one Agency lying within the limits of another should be dealt with territorially, and be tabulated accordingly at the head-quarters of the latter, the results being afterwards communicated to the Durbar of the parent State. A note might be made below the general statement of area and population to show the aggregate extent of each State thus split up, or the results might be excluded from the total of the tabulating Agency and incorporated with those of the main State or its Agency.

9. With regard to the operations themselves, the first step is to secure the preparation in each State of a register showing the name of each village with those of its outlying hamlets or other detached quarters. For towns this should show the suburbs, muhallas, wards, streets, or other subdivisions. The number of houses or persons in each as returned in 1881 should, if available, be also stated in the register. From this the circles should be marked off, an extract in full detail for each circle being prepared, with blank columns for the blocks and names and offices of the enumerators to be appointed. The demarcation of the blocks from this register should be made on consideration of the area that an enumerator can cover during the period allowed for the census. If three villages are compact, and two lie close together, the aggregate population not exceeding, for instance, 600 persons, one enumerator provided with two or three separate books of schedules can easily take the whole in the course of a day. Some care, however, is needed to prevent portions only of several villages being included in one block. As far as possible the registration of the villages should be conducted with regard to territorial situation, though, no doubt, in many cases the interspersal of villages of other States will render this course out of the question. The standard block of 60 houses prescribed for British territory will probably be inapplicable in Central India, where a considerable area will not be enumerated at one and the same time. It will be for the Political Agents, however, to decide beforehand how many schedules should be bound into each enumeration book. On the last occasion that number was 100. This entails considerable trouble in checking the abstraction, so that it seems advisable to allot two or even three books of 40 schedules each in cases where either all the blocks are in a single village, or each block comprises more than one separate village. If this course be adopted, however, a column will have to be added to the circle register to show the number of books for which each enumerator is responsible*. Care must be taken, too, in registering villages that landing-places, camping-grounds, detached but inhabited temples, sarais, &c., are not omitted from the list.

10. The preparation of the register should be begun before the rains, so that the blocks may be defined and an enumerator nominated for each by the beginning of October. The numbering of the houses and the concurrent registration in the block-list by which the enumerator is to be guided round his block should then be started, and be completed by the end of December. The main points to be noted in connection with this task are (*a*) that the order in which the serial numbers run should be that in which they can most

* It was decided to keep to the plan adopted in 1881, and use but one sized book.

conveniently be visited; (*b*) that the numbering should be serial for a village when not consisting of more than one supervisor's circle, or about 600 houses, not for a block, or for a circle, except as above specified; (*c*) that the supervisors should see that the general definition of a house, specially in towns, is understood and applied as uniformly as circumstances permit. This definition is the dwelling-place of one or more families having a separate independent entrance from the public way (whether road, street, or lane, &c.) Special cases, such as enclosed quarters of towns, the quarters of low-caste menials outside the walls of the village, lodging-houses with galleries and outside staircases, the central house of a village, which not unfrequently forms a sort of fort full of the independent dwelling-places of relatives of the headman, all these require to be numbered under special instructions, as the definition fails to include them.

11. The printing of the schedules had better be done at either Calcutta or Allahabad on indents to be forwarded not later than August 1890 by the Agent to the Governor-General*. The size of the schedule will be the same as in 1881, and each book should be complete with block-list of houses, enumerator's abstract, and specimen-schedule filled up so as to show the enumerator how to deal with the entries he is most likely to have to record. The brown cartridge cover will have printed on it a docket for the address, &c. As soon as the Imperial schedule and instructions are published, a specimen book for use in Central India will be forwarded, and a translation of the headings, docket, instructions, and abstract, together with the specimen schedule, should be prepared locally without delay so that printing may begin. In addition to the specimen schedule to accompany the enumeration book, it may be found worth while to have specimens of the same sort prepared specially for different parts of Central India to suit local peculiarities of caste, tribe, occupation, &c. These could be lithographed and distributed in village or pergunnah offices for the guidance of enumerators. The abstraction sheets and tabulation registers should be printed towards the end of the year, so that the full supply may be at the Political Agent's head-quarters by the 1st of February 1891.

12. Between October and January the supervisors should be instructed in their duties, more particularly with reference to the schedule entries and the check upon the enumerators during the preliminary record. The best means of doing this is to organise a class of men sent up from each State for the purpose, who should be personally conducted round a block or a few houses by either the Political Agent himself, or some one specially trained by him in census details, so that a few spare schedules may be filled up by or in the hearing of the class of supervisors who should be encouraged to bring forward any doubts or difficulties they may have chanced upon. Or, again, the instructing officer may depute one of these nominees to enumerate any person who may be in attendance in court or office on business, and correct and explain the record thus made. At all events the men should be taught their work on some regular system so that they in turn can teach the enumerators.

13. The month of January should be taken up with the first round of the enumerator, on which he has to enter in his book the full details about all the ordinary residents in his block by house-to-house visits. This round will be spread over 15 or 20 days, and should be concluded by the 1st February. In towns, where the movement of the population is more frequent, it will be sufficient to begin on the 1st February, and finish on the 15th idem. During and after this record, the main work of the census in the direction of test and correction has to be performed, and this can only be properly done by house-to-house visitation. The mere inspection of a bundle of books brought by the enumerators or supervisors to a camp or office is necessarily only good for the correction of errors in the record, and leaves untouched the far more serious errors that may have occurred in the enumeration. Without expecting the same amount of check and inspection required in British territory, there is no reason why a considerable control should not be exercised in many parts of Central India by officials on tour or when other opportunities occur. The preliminary record will not be made in cases where the enumeration is spread over some time, and not merely revised on a fixed date.

* Calcutta was selected.

14. The census itself will take place on the night of Thursday, the 26th February, and in Central India the towns and parts of the more thickly populated country can probably be enumerated between nightfall and midnight on that date. In the rest of the tract, except certain hill and forest areas, it will apparently not be advisable to attempt more than a day-census, or revision of the preliminary record on the 26th and 27th. In the parts of the country inhabited by wild tribes, and very difficult of access, it is not practicable to take a synchronous census at all, so the enumeration will have to be effected by the aid of the tribal headman beginning on a date to be fixed in consultation with the Agent to the Governor-General according to circumstances, but ending with the 26th or 27th February.

15. Special rules scarcely altered from those of 1881 will be published regarding the census on the railway and in cantonments. As far as possible, the former will be divided territorially and not departmentally into circles, whilst the military authorities will make all the arrangements at the latter, or at least in Mhow, in consultation with the Agent to the Governor-General, through whom the supply of British Indian schedules can be procured in Hindi and English. The rules for the enumeration of jails, hospitals, police-lines, &c., will stand very much as in 1881.

16. After the census, the first step is for the supervisors to verify the books brought in by the enumerators by comparison with the circle register of blocks and books issued. The 'enumerator's abstract' mentioned in paragraph 7 above is then to be prepared and compiled for the circle, after which the books must be tied up in serial order of registration and brought to the sub-divisional office, from whence the whole consignment for the pergunnah or State should be sent to the Political Agent's head-quarters with a complete and certified index register. Here the books should be arranged in racks or in boxes in serial order after verification, and a record-keeper should be made responsible for their custody and production as required. The Political Agent should have the State totals from the enumerator's abstract compiled into a total for his charge, and a copy of the return sent in duplicate to the Agent to the Governor-General and the Census Commissioner respectively.

17. The details of the work of abstraction cannot be at present arranged. It is as well, however, to specify the main principles on which this branch of the census operations will be conducted in British Provinces. In the first place, the working establishment should be maintained at the highest strength for which efficient supervising agency is available, in order to shorten the period of preparation of the returns. In the second place, each working-sheet should be undertaken by gangs of men who work on no other, so that they may quickly get expert in its use. Thirdly, the totals of the population of a block or book recorded on any one working-sheet should be kept from the knowledge of the men working on the rest of the sheets, so that there may be no alteration of figures to secure apparent uniformity in the results. If the system be that of independent working, that is, the gangs engaged on each sheet sitting in a room apart from the rest, which is the plan recommended, the totals after being checked by a special totalling clerk should pass directly into the box or rack of the Office Superintendent. Where from want of sufficient clerks the dictating system is adopted, that is, one man reading out the schedule entries to three others recording them on all the working-sheets simultaneously, the totalling should not be allowed to be done by the gang itself, but should be made over by separate sheets to a special totalling establishment working apart from the abstractors. Lastly, every name in the schedule must be abstracted as set down, and no correction, classification, or combination should be allowed till tabulation is complete. Another branch of the establishment, selected from the most efficient of the abstractors, should be entrusted with the re-abstraction of a certain proportion, from 50 to 20 per cent. at first starting, of the books already dealt with by the rest of the office. The selection of books must be made at random by the Superintendent; and as the name of the abstractor is registered at the top of each sheet, he can see that the same book does not pass twice through the hands of any one abstractor. Thus, though the comparison of totals shows whether the population, as a whole, has been correctly ab-

stracted, it requires the test of re-abstraction before the details can be accepted, and this test, which must be very widely applied during the first month of work, is found to lead indirectly to much more correct working during the next two, more especially if accompanied by an equitably devised system of fines and rewards. The comparison of totals above mentioned is effected by means of test slips; but as in the simple tables and form of schedule proposed for Central India there can be no cross checking, except, perhaps, of religion by caste, this process must be placed in the back ground as a test in favour of reabstraction.

18. When a sufficient number of enumeration books have been abstracted, a portion of the establishment must be set apart for tabulating the totals of the working sheets with the same precautions against errors in totalling as are taken in the case of abstraction. As a rule $\frac{1}{40}$ of the abstraction establishment can keep pace with the latter in the tabulation at first, but then caste and occupation sheets are long, the proportion must rise to $\frac{1}{30}$ or even higher.

19. Arrangements for accommodating as large an office as possible should be made by Political Agents early in January, so that cupboards, record-boxes or stands, and other furniture may be made or hired betimes, and all be ready for starting work on the blocks nearest the office from the 1st of March. If practicable, at least five large rooms or tents will be convenient. The abstractors will occupy four, with a few tabulators in each, whilst the fifth is required for the test and reabstraction branch, and should be out of communication with the rest. A good office man with experience in arranging and issuing records should be nominated as record-keeper beforehand, and should take charge at the end of February. The Office Superintendents and room inspectors should also be selected, and the whole work placed under some responsible official in a position equivalent to that of a tehsildar if not a Deputy Collector, for the larger centres. It will be advisable to move the Durbars of all but the very small States to send with their consignments of enumeration books. a clerk or other official to give information as the work goes on about the names of castes, occupations, and birth places found in the schedules of his State. Such men would be set to work as abstractors or tabulators ; and if any were found specially apt at that task, they might be selected as room inspectors or other supervisors. Some of the larger Durbars would no doubt send up several such men from different parts of the State.

20. As the tabulated registers for States or pergunnahs are certified to be correctly totalled, they should be sent to a central office at Indore for compilation. It will probably be found worth while to place this part of the operations in the hands of a special officer, since the main difficulty, irrespective of checking mere arithmetical deficiencies in the work sent up, lies in classification of caste, occupation, and birth place. To aid in this grouping of names often merely locally understood, the Political Agents should send to the compiling officer alphabetical lists of castes and occupations, as tabulated with a brief description of each item. These lists will be compiled at the central office into one index for Central India, by which classification will be conducted for the Imperial tables. Care should be taken to avoid entering as separate castes or tribes the same community passing under various names in different parts of the Agency as might be the case, for instance, with Marathi names in the south-west, and Hindi in the central or north-eastern States. By sending up the registered totals as they are prepared, the compiling officer will he enabled not only to get his work done sooner, but also to refer questions on doubtful items to the Political Agent's office in time to have enquiry made on the spot from the local officers collected there, if not to save similar errors in work not yet sent up. The compiled totals for each State or unit to be prescribed by the Agent to the Governor-General as above suggested should, as certified for each table, be communicated to the Census Commissioner for incorporation with the Imperial returns, and it would be of much aid to the compiler if each Agent were to draw up a concise report on the whole census of the States in his political charge.

21. As regards the expenditure on the census, the precedent of 1880-81 should be generally followed. The enumeration books will be supplied from a Government Press at the cost of Government in cases where the Durbars do

not volunteer payment. The cost of the Agency employed for the enumeration, together with the incidental expenses connected with house registration, numbering, conveyance of enumeration books to and from the outlying districts and the agency head-quarters, should be met by the Durbars. The expenses of office accommodation and of cupboards or racks, &c., at the Agency abstraction centres should be defrayed by Government, as should the cost of any special officials deputed to supervise the work of abstraction and tabulation, provided they be whole-time census men, and a substitute has to be appointed in the establishment to which they are permanently attached. The pay of the employé of the lowest grade in that establishment would in this case be debitable to the census. Where the contingent of clerks sent up by the Durbars is insufficient to fully man the abstracting office, extra hands should be specially entertained for the three or four months that ought to suffice for the completion of the work. The pay of these men would be chargeable to Government as well as the petty contingent expenses of the office. It is obviously desirable to keep down the expenses on account of rent, furniture, and establishment to the lowest possible figure compatible with getting the work done efficiently within the period just mentioned. By the end of June all Agency centres should be closed, and, in order to do this, the establishments must, as before pointed out, be kept up to their fullest strength. In 1881 some of the larger States, it is understood, conducted their own operations after the census, but the result was considerable delay, and probably considerably more inaccuracy in the figures returned than was found in those tabulated under the Political Agents. At the same time, if Gwalior and Indore accept the control and supervision of Government through the Resident or the Agency officer respectively, and organise their Durbar central office in accordance with his advice, it would materially accelerate the compilation, and relieve the Agency offices of a considerable addition to their abstraction work. In all cases the abstraction sheets and the tabulation registers would be supplied by Government, unless a Durbar expressed its wish to pay for them. This should be settled by October next, when the schedule indents will have been fulfilled, and those for abstraction sheets, tabulating registers, and minor forms, such as those for the issue and return of enumeration books by the abstractors, will be in hand. The forms required in cantonment and railway limits will, of course, be supplied by Government. As regards the compilation office in Indore, the Government of India will no doubt sanction a bonus on completion of the work to the officer nominated as Superintendent, especially if the latter undertake also the preparation of a general review of the operations and results of the census for the whole of the Central India Agency.

22. Copies of all circulars of a general nature issued by the Census Commissioner will be forwarded to the Agent to the Governor-General from time to time for information, so that the procedure in British territory may be learnt by those concerned with the operations in Feudatory States. It might be of advantage also to hold a meeting at Indore soon after the preliminaries have been stated to discuss difficulties and arrange procedure. Probably the beginning of July would be a suitable time for such a consultation, and in addition to the Political Agents, delegates from the States, either the official specially entrusted with the local census arrangements, or some one in general authority under the Durbar, might attend. The Census Commissioner hopes to be at Indore himself on this occasion, but if he is unable to be present he will obtain the sanction of a Local Government to the deputation of their Census Superintendent to attend the meeting and give his advice.*

23. In conclusion, it may be pointed out that with the record of 1881 as a basis for operations and the long period available on this occasion for preparation, the census of 1891 should be taken not only with more ease, but also with considerable improvement in accuracy and despatch.

J. A. BAINES,

Census Commissioner for India.

* The 15th July was fixed by the Census Commissioner.

No. LXXXIII.

No. 76.

From—J. A. BAINES, Esq., Census Commissioner for India,

To—The Agent for the Governor General for Central India.

SIMLA;

The 26th June 1890.

IN reply to your letter No. 2422 of the 27th May, I have the honour to inform you that as each Province seemed to require some detail different from the rest, I thought it advisable to issue no special form of house and village registers or lists.

2. I can suggest, however, as simple forms, something like the accompanying drafts, but each of the larger States will no doubt require a modification.

APPENDIX TO No. LXXXIII.

VILLAGE REGISTERS AND HOUSE LISTS.

(a) Sub-divisional Register.

STATE PARGANNAH CENSUS SUPERINTENDENT

VILLAGES				CIRCLES.		REMARKS.
Serial No.	Name.	Number of Hamlets, &c.	Number of Houses.	Number or letter of Circle.	Name and Office, &c., of Supervisor.	
1	2	3	4	5	6	7

NOTE.—Columns 5 and 6 cannot be filled in till full information has been recorded in the preceding Columns.

(b) Circle List.

STATE PARGANNAH { CIRCLE / SUPERVISOR

VILLAGES.				BLOCKS.		REMARKS.
Serial No.	Name.	Names of Hamlets, &c.	Number of Houses.	Number or letter of Block.	Name and Office, &c., of Enumerator.	
1	2	3	4	5	6	7

NOTE.—This is an extract from (a) with block-detail added.

(c) Village List.

STATE PARGANNAH CIRCLE

VILLAGE			No or letter of Block	HOUSES			REMARKS.
Serial No.	Name.	Name of Hamlet, Quarter, &c		Serial No.	Description (dwelling houses, temple, shops, &c)	Name of chief occupant.	
1	2	3	4	5	6	7	8

(d) Block List.

This forms part of the Enumeration-Book, and consists of Columns 2, 3, 5, 6, 7 and 8, of (c), as above drafted.

No. LXXXIV.

MOUNT ABU;
Dated 7th June 1890.

No. $\frac{69}{1890}$.

RAJPUTANA.

1. To a great extent the proposals set forth in detail in Note 35, dated 8th April 1890, for Central India will meet the case of the Rajputana States. To begin with the schedule, it seems desirable to make use of the smaller form of 8 columns, except in the case of (*a*) Cantonments; (*b*) Household schedules for Eurasians and Europeans; (*c*) Residents within railway limits. The enumeration book will be composed of exactly the same forms as that prescribed for British India, and a proof copy in English has been furnished to the Agent to the Governor-General. The supply will be procurable from the Superintendent of Printing to the Government of Bengal, 10, Lyon's Range, Calcutta, unless any State desires to print its own forms, when samples will be furnished.

2. It is necessary to fix as soon as possible the number of blank schedules to be bound up in each book. This will be somewhat higher than in British territory, where blocks are smaller; but the same principle is applicable in Rajputana, namely, that to facilitate correction of errors in abstracting the results of the census, a large block should always be enumerated in more than one book, whilst to obviate the inconvenience of loose schedules to supplement the enumeration books, it is advisable for each enumerator to be provided with a small extra book containing 16 to 20 schedules only for emergencies. Thus an edition of books containing 16, 32, and 48 schedules respectively seems adapted to the circumstances of most of the States.

3. The draft translation of the book into Hindi and Urdu has been submitted for the criticism of selected local officials. If possible, uniform renderings should be maintained, whilst each State should supplement the examples given in the specimen schedule with similar schedules separately printed or lithographed, and published with reference to local peculiarities of caste, &c., in the Durbar instructions to supervisors. It will be necessary, however, in order to ensure uniformity of interpretation of the rules, that all such publications should be reviewed before issue by the Political Agents, if not by the Agent to the Governor-General. The printing should receive early attention, and in ordering the supply of books, the Superintendent of the Press should be informed of the railway station to which each consignment is to be forwarded in October next.

4. The working sheets and the registers will be the same as are given in the Central India note. In case, however, of separate abstraction by the States themselves, it may be convenient to adopt a system of working which, though somewhat slower, renders correction of the results easier. It is to work by *houses* and figures in the abstraction sheets instead of by 'strokes' or 'ticks,' and is a method only practicable with simple returns, such as working sheets II and III and perhaps IV of the series given in the note above quoted. For examaple, sheet II would be thus arranged—

MALES.						FEMALES.					
House No.	Castes.				Total males.	House No.	Castes.				Total females.
	Brahman.	Rajput Chauhan.	Rajput Sisodia.	&c.			Brahman.	Rajput Chauhan.	Rajput Sisodia.	&c.	
24	1	3	2	..	6	24	1	2	1	...	4
25	...	4	7	...	11	25	...	6	8	...	14
26	5	...	...	...	5	26	7	...	...	...	7
27	2	14	...	...	16	27	1	19	...	...	20
Total of book ...	8	21	9	...	38	...	9	27	9	...	45

Sheet III would correspond, the birth-state, &c., being written in the column headings, and the number of the houses down the side. Under this plan, when reabstraction shows a difference in the two results, a reference is made at once to the house or houses which do not agree, and the schedule is examined, instead of reabstracting again the whole block, as would have to be done were "ticks" used. Where many age-periods occur, the sheet becomes too cumbersome for use on this method. The printing of these sheets should be arranged for as soon as the number of the enumeration-books to be used is approximately ascertained, and about three sets of sheets for every two books may possibly be not too large a provision.

5. As regards the preliminary operations, the remarks in paragraps 9 and 10 of the Central India note apply here. The preparation of the lists of villages and hamlets should be urged upon the Durbars without delay. No special form can be prescribed for general use, but the following indicates what sort of register is convenient:—

PARGANNAH OR TEHSIL, &c. _____

Village.		Approximate number of houses or people.	Names of hamlets, &c.	Census Divisions.			
				Blocks.		*Circle.*	
Serial No.	Name.			Number.	Proposed enumerator.	Name or number, &c.	Proposed supervisor.
1	2	3	4	5	6	7	8

Columns 1 to 4 should be filled in by the village or pergunnah revenue-officers, and columns 5 to 8 completed by their superior, and approved by the Durbar. The village list on which the blocks must be demarcated in detail will correspond generally with that printed in the enumeration book under the title of block list. It should be ready by October at the latest. House-numbering in accordance with it should be completed by the end of December, so that all may be ready for the preliminary record in January. The enumeration-books, with their Block-lists completely written up, should also be in the hands of the supervisors by the end of the year.

6. The provision of agency is a question which the Durbars should be asked to see to between now and November. Where the blocks are to be finally enumerated by day, as in hilly and desert tracts, the number of houses will probably be larger than in towns and villages where the night census is practicable. Some of the States will doubtless arrange, as in 1881, to set free a large number of their employés by closing the public offices for a few days before and after the final enumeration; but the main point to which their attention should be directed is the thorough supervision of the preliminary record made by the village officers or other enumerators, as on this depends the accuracy of the whole proceeding. A general statement of the tracts which cannot be enumerated on the night of the 26th February should be drawn up for the Political Agents, and compiled with the census returns for the whole country.

7. Some difficulties seem to have been experienced in Marwar in connection with certain classes of estates, but on this occasion, with ample time for preparing the minds of the people, there seems no reason for a recurrence of such cases. The levy of a census tax seems is, however, highly inadvisable, and the State might be asked to forego the practice. It is also desirable that each State should thoroughly understand what are the details of the returns called for, and should furnish the whole series. In this the Political Agent will necessarily be the best counsellor of the Durbar and general supervisor of

the operations. Instructions should specify prominently the necessity of clearing off the abstraction and tabulation as quickly after the census as is compatible with accuracy, so that compilation for the whole of Rajputana may be completed concurrently with that for British India, or within six months from the census. Circulars explanatory of the procedure prescribed for British territory will be freely provided, and Political Agents will probably be able to induce the Durbars to work on the same lines. In fact, there seems no objection to these officers taking a far larger share in superintending the census than they did in 1881 when the operations were new to the States, and their object and scope liable to misinterpretation. Especially should their attention be directed to getting out an accurate statement of the population by means of the enumerator's abstracts in the manner mentioned in paragraph 7 of the note on the Central India census.

8. The question of payment of census charges should be dealt with on the same principle as on the last occasion. The cost of the enumeration and abstraction forms will be much less if they are printed at a large press, such as that employed on the Government forms in Calcutta, than if provided locally; and though States will not, probably, be called upon to pay for forms thus supplied, voluntary payments will necessarily be accepted by Government. The charges on account of enumeration, both preliminaries and establishment, will be borne by the States, who will also make their own arrangements, under the advice of the Political Agent, as above suggested, for abstraction and tabulation. The compilation of the returns into a Rajputana total, and the review of the operations, or of any report thereon prepared by the States or Agents, should be undertaken at the head-quarters of the Agent to the Governor General. It will be seen from the circular orders on tabulation, which will shortly be issued by the Census Commissioner, that the total of each table for each district or State, as the case may be, are to be communicated simultaneously to the local compiling office and to the Imperial Census Office at Simla, so that compilation may be conducted and check exercised by two establishments acting independently, and comparing results when the general return for the province or agency is completed. An estimate of the probable cost of the Abu Central Office should be sent to the Census Commissioner by November next, so that due provision may be made in the Budget for 1891-92. The question of the remuneration of a special compiling office will be disposed of at the same time if raised.

9. It will be seen from the above sketch of the proposed course of operations that what should be first attended to is the partition of the States into Census circles and blocks; next, the indents for schedule books should be sent in, and the number of pages in each book settled. Meanwhile, the translation will have been revised and printing begun. Political Agents should persuade the Durbars to have every arrangement for enumeration completed by the end of the year at latest, and also to have their abstraction offices ready to begin work from the 1st of March 1891. The complimentary letters also from the Agent to the Governor-General mentioned in paragaaph 2 of the review of the census of 1881 might call attention to the desire of Government for punctuality in these respects.

10. Cantonments will be specially treated under the rules to be published for British territory. Their returns will probably have to be abstracted at Ajmere.

11. Where Bombay troops are located it will be as well to obtain from the Superintendent of Census for that Presidency a few copies of his Marathi translation of the instructions for the benefit of the native commissioned officers who will probably be enumerators and supervisors in the regimental lines, though the returns will be written in English or Hindi.

12. Railway stations will be constituted blocks or circles under the special rules to be adopted in British territory. Passengers will also be enumerated where they alight on the census night, or at some station where a special halt will be made early on the morning after. The instructions regarding both these areas and cantonments will shortly be communicated. They will not materially differ, however, from those adopted in 1881.

13. In order to ascertain the progress of the preliminary operations and to see how far the duties above noted are being observed, the Agent to the Gov-

ernor-General may think it worth while, perhaps, to ask for a short sketch from the Political Agents of what has been done in their charges up to, say, 1st of October, 1st of December, and 1st of January respectively.

No. LXXXV.

No. $\frac{63}{1890}$.

HYDERABAD (DECCAN).

1. The superintendence has been placed in the hands of Mirza Mahdi Khan, an officer of district experience working under the Financial Department of the Administration of His Highness the Nizam. A general Circular was issued towards the end of May introducing the subject to District Officers, and a translation into Urdu of the proposed outlines of the operations was published in the State Gazette.

2. The schedule proposed is to contain somewhat less information than that prescribed for British territory, but will be fuller than the form adopted in Rajputana and Central India. It will be issued in Telugu, Marathi, and Urdu, and there seems to be no difficulty about getting a sufficient supply printed at one of the presses in Bombay. The minor forms can be prepared locally.

3. As regards the preparations in the districts, it seems that for the surveyed portion of the State, the revenue maps provide a very fair basis for dividing each taluka into circles. In the Telingana tract special enquiries will be necessary. Throughout the State, however, the record of villages, hamlets, detached homesteads, and camping-grounds requires careful supervision, and the results should be checked, when within reach, by the State Superintendent or his assistant. The forms of register prescribed for use in the North-West Provinces, or those for Bombay, appear to be suitable to the circumstances of this State, and are recommended for adoption. The Talukdars should personally scrutinise the division of their district into circles, and of the circles into blocks. It is questionable whether the abstract of each taluka, compiled into a district summary, should not rather go to the Superintendent of Census direct, instead of through the Subahdar, so as to save time, and bring the District Officers into closer touch with the director of the operations.

4. The estimate of enumeration-books and the average number of schedules each book is to contain cannot be ascertained till these sub-divisional lists are received by the Superintendent. Probably the standard sizes of 16, 32, and 48 schedules (pages) per book respectively will be the most convenient. At all events the full supply of schedules should be in the hands of Tehsildars by the middle of October, by which time also every block should have been demarcated and provided with its enumerator, whose name should be registered in the circle list. It will be found far more convenient to have the enumeration books made up in prescribed sizes at the press than to leave the task of stitching to the taluka officials.

5. The numbering of the houses should be serial by villages, except where there are so many that it is necessary to divide the place into two circles, when the letter of the circle will have to be added above or by the side of the house number. It is superfluous to paint block numbers, except in cities or places with small and tortuous lanes. The numbering can be undertaken whilst the circle lists are under consideration, so that when the blocks are finally sanctioned, there will be no difficulty in distinguishing them by entering in the above list the serial number of respectively the first and last house falling in each. It is desirable for the Superintendent to see that a block or village never falls partly in one circle, partly in another, except in the case of the large villages mentioned above. But two or more small, compact, and closely adjacent villages may sometimes be included in a single block. In such cases either a separates enumeration-book should be used for each village, or mention of the schedule page, where each village begins, should be made on the cover, because in the subsequent tabulation, the statement of population, if not of certain other details, should be by villages, not by blocks. Especial care seems to be required to include in a block every hamlet, temple and dharmshala, and the quarters inhabited by the low castes of the village.

6. In towns the ward should be the *charge*, unless it is small enough to be consituted a *circle* only. Where there is a Municipality, the local Corporation should work with the Talukdar, who should have general control over the operations, and should submit to the Census Superintendent the ward or city lists of blocks and houses. Special measures are required for Hyderabad itself, where the houses are to a considerable number peculiar in form and extent, and where the upper classes will be addressed personally, to enlist their co-operation in the census. There are a few forest and hill tracts which will have to be treated like similar areas in British territory, and enumerated during the day time.

7. The preliminary record is prescribed for the month of January in rural tracts. It is highly desirable that this should receive thorough supervision. The method of training supervisors and enumerators that is proposed is similar to that found successful in the neighbouring British territory in 1881, but during the actual progress of the enumerator's first round scrutiny by District Officers as well as by supervisors is recommended. One of the general rules prescribed for British provinces on the present occasion is that all house-to-house test must be effected before and at the census, leaving for the 27th February nothing but the examination of the book entries by the supervisor. From paragraph 10 of the general Circular it seems that a door is left open to Municipal Committees to enlarge the scope of the census enquiry; but it is to be hoped that the Administration will reconsider this concession, as additions of this sort may tend to the deterioration of the simple and intelligible return prescribed for general use throughout the State.

8. The circular does not deal with abstraction and tabulation, but it is implied that these operations will be conducted at one central office. For this system very good supervision and record-keeping are requisite, and the Census Superintendent should prescribe very minutely the process and forms by means of which the books are to be collected from the enumerators, indexed in talukas, and consigned through the Talukdars or otherwise to the head-quarters of the Census. It is also desirable that an experienced taluka employé should accompany each consignment, and be retained on duty as abstractor or inspector till those books have been tabulated, so that he can be referred to on questions of local caste or occupation, &c.

9. Copies of circulars and forms issued and prescribed by the Census Commissioner will be despatched to the Superintendent of Census direct, as in British territory, so that all questions regarding administration of the operations may be referred without unnecessary delay to the department of the State administration to which he is attached.

10. On the whole, it seems that what is most required is active supervision, and the strict attention of the State officials to the execution of their orders in the districts punctually and thoroughly. Except along a few main lines of communication, travelling is difficult and slow, so that the Superintendent cannot in person visit each district without considerable loss of valuable time. He might, however, be provided with an assistant of such grade as would carry respect amongst the officials concerned, who could then remain at head-quarters when the Superintendent was on tour, and *vice versâ*; whilst after the census, such an officer, well trained, would be useful as Deputy Superintendent of the abstracting establishment. It is eminently necessary here, as elsewhere, when general orders have been issued, to provide means for ensuring their execution, even in the places most remote from central influence.

No. LXXXVI.

MYSORE.

No. $\frac{61}{1890}$

1. This state has the record of two enumerations taken within a comparatively recent period as a basis for the present operations. It has also a very well-manned village and circle staff, and the superintendence of the census has been placed in the hands of Mr. V. N. Narsing-Ayangar, who had, as Deputy

Commissioner of Shimoga, experience of the procedure in the districts on the last occasion. It is therefore in a better position with reference to the preliminary arrangements than most other States.

2. The operations in each district will be placed under an Assistant Commissioner, who will demarcate circles and charges from the Survey maps, which are said to be sufficient for the purpose and everywhere available. The blocks of 1881 are said to have been, as a rule, larger than was found manageable, so the revision during the current year will be devoted breaking up the Hobli, or revenue circle, into smaller sub-divisions. There are very few portions of the State which cannot be enumerated at night.

3. There is said to be no probability of lack of agency in either rural or urban circles. The Shaikhdár will be, as a rule, supervisor of the Hobli, but will have the aid of other State officials during the progress of the preliminary record and at the final enumeration. The village-accountants will be responsible for numbering houses and preparing registers and block-lists. The forms adopted in the Bombay Presidency will probably be the most convenient for Mysore, as the revenue and village systems are very much alike. Copies of the orders circulating these forms should be obtained from Mr. Drew, and there will be no difficulty, it is stated, in having Kanarese and English copies struck off in Bangalore.

4. The circle lists will be scrutinised by the Deputy Commissioner, and meanwhile the Shánbogs can be occupied in numbering the houses. It is advisable to keep a separate series for each village, except when it is so large that it has to be divided into two circles, when probably letters as well as numbers will be required, as $\frac{A}{94}$, meaning the 94th house in Circle A. As it is scarcely necessary to mark the block number or letter on each house, the numbering can progress in anticipation of the finally sanctioned scheme of partition, which will be communicated by the Deputy Commissioner through the special Census Assistant to Amildars and Shaikhdárs respectively. It will probably be enough if the circle lists are passed by October and the Block-lists of houses copied from the village lists of the Shanbogs by the end of December.

5. The enumeration books and instructions will be almost entirely in Kanarese, and the State has decided to adopt the British Indian schedule in full. The printing can be arranged for locally or through the Superintendent of the Madras Census, who is supplying Coorg with its forms, and has also a Kanarese Edition for use in parts of his own Presidency. The size of books has to be considered, and to help in deciding this point, copies of Circular G. from the Census Commissioner will be forwarded to the Resident. The books should all be in the hands of the Amildars for distribution by circles before the middle of October, so that the Block-lists contained in them may be written up before the date fixed for the beginning of the preliminary record. Abstraction-sheets and Tabulation Registers should be obtained and distributed to the centres where they are to be used, by the middle or end of February.

6. For the final census the agency will necessarily have to be somewhat increased in number from what will be enough for the preliminary entries in the enumeration book. The Judicial Commissioner might be asked to follow the precedent of 1881, and close Courts for a few days, and prescribe that for about three days before and two days after the 26th February process should not be issued for the attendance of Shaikhdárs, Shánbogs and similar officials engaged in the census, except in urgent criminal inquiries. The new men should be enjoined to be at the head-quarters of their circle by the 24th February, so as to have time to learn their instructions and go round their blocks. In cities this will be still more necessary, as there is more to learn there. The training of enumerators should be conducted on the plan of actual example by filling up in their presence part of a block book or some loose schedules, giving them a few more on which to practise. District officers should take a part, where convenient, in these lessons, and free use should be made of sample schedules filled in according to the circumstances of each division of the State, and distributed for guidance amongst Shaikhdárs and others employed in supervision of the census entries. The sample sent round in 1881 contained far too little variety in caste, occupation, and birthplace as to be of much use in rural tracts.

7. The abstraction will be done in district offices, and the staff will vary apparently from 55 clerks in Kolár to 120 in Mysore, or about 440 to 450 in all. Particular attention is required with reference to the speedy and accurate submission by Shaikhdárs of the summary of the enumerators' abstract to the Taluka authorities, as from this summary will be prepared the general preliminary return required for the Imperial compilation. As regards the processes of abstraction and compilation, circular instructions will be forwarded hereafter. In certain points these will differ very considerably from those reprinted in the State Census Report of 1881. It is sufficient to specify here the general disadvantage of issuing to supervisors and enumerators anything in the shape of a list of the entries they are expected to make, such as of caste and occupation, because by publishing beforehand prescribed entries the way is absolutely barred to the discovery of any new distribution of people or industries, and terms are often used which are misunderstood and misapplied by the enumerators.

8. As regards differences in practice in connection with the census, it may be here suggested that no revision or test, except what can be carried out by the supervisor at his circle head-quarters, should be deferred till after the census, but all such scrutiny should have been exercised and completed before that date. Moreover, once the enumeration books have been issued to the Shaikhdár, they should never leave his circle until packed for transmission to the Taluka office when the census is over, and they are wanted for abstraction. Finally, the official recognition of the objection on the part of the Brahman to enter the quarters of low and impure castes seems unnecessary, as it will be more efficacious to merely ordain that the Brahman in question in responsible for correctly registering the houses and enumerating the inhabitants of such quarters; so, whether he does it in person or by deputy, any errors detected by inspecting officers who may not have his prejudices regarding such castes will be visited on him.

9. The Census Commissioner should be furnished with copies in English of general circulars and instructions issued by the Durbar or the State Census Superintendents.

BANGALORE.

10. The Census of the civil and military station will be taken under the general control of the Resident, who has appointed his First Assistant to be Census Superintendent. The general rules as to cantonments will apply to the regimental and purely military lines, in which the enumeration will be conducted under the superintendence of the officer commanding, and the schedules and enumeration books sent after the census to the Resident for abstraction. In both civil and military limits the partition into circles and blocks, and the registration of houses in consecutive order, for the purposes of the enumerators' visit should be undertaken without delay and completed by November. The indents for schedules and other forms should be forwarded to the Superintendent of the Madras Census Operations, Mr. H. A. Stuart, before October.

11. It is proposed to establish a central abstraction office in Bangalore at which the whole of the Kanarese work of Coorg and the Madras Presidency, as well as that of the station itself, will be dealt with. It is advisable, therefore, that Mr. Stuart should discuss details with the First Assistant on the spot and at the same time arrange about the local supply of English and Kanarese forms from Madras, and the transport thereof to and from the districts in which they will be used.

12. It appears that a large office can be manned at Bangalore, so it is desirable that good supervision should be made available in order to take advantage of the supply of clerks and have the work done as quickly as possible. The Madras Government will probably allow for the Bangalore office the same class of Deputy Superintendent as for Calicut, Trichinopoly, and Madras itself. For Coorg a Subahdar or experienced Head Clerk should attend, and for the station work no doubt the Resident will be able to depute a temporary man selected from one of the offices under him. It should be settled between the two Superintendents, when the grade of each person deputed is ascertained, what

relations they should respectively bear to each other, and one man will necessarily have to be placed in responsible charge of the whole arrangement. It would be convenient, it appears, if the whole of the Coorg schedules were first collected at Mercara, and then sent to Bangalore under the charge of the official deputed to supervise their abstraction and tabulation.

No. LXXXVII.

No. $\frac{36}{1890}$.

BARODA.

The superintendence of the operations will be entrusted to Mr. Bhatwádekar, with Mr. Mulshankar as his assistant. Both these officers are experienced in census work, as they conducted the arrangements for the enumeration of 1881.

2. Mr. Mulshankar will be deputed to make arrangements in the forest tracts of Songadh-Viára before the rains of 1890, as the population of those districts consists chiefly of wild tribes, and the local subordinates require much supervision in regard to accurate and complete registration of villages and hamlets.

3. The circle-maps in other parts of the State are on record, but require considerable test and revision. This will be undertaken during the rains, and the blocks are ordered to be completely registered by the end of September. The boundaries of the principal towns were carefully laid down for census purposes in 1880, and there will be little change except in the number of blocks The standard of 5,000 inhabitants will be maintained, but consideration will have to be given to the character of the population, whether mainly agricultural or commercial. As a rule, a village containing that population, which is a "kasbah," will be counted as a town, whilst several places containing less than 5,000 inhabitants, but established chiefly for purposes of trade, will also be included under that title.

4. The *mahál* will form the rural charge under the *wahiwatdár* as Superintendent. The *thána*, with the *naib-faujdar* as supervisor, will then become the *circle*. For census purposes this officer will become the subordinate of the *wahiwatdár*, and will be bound to carry out all orders issued by the latter in connection with the enumeration. In municipalities special officials will be made responsible for the preliminary arrangements. There will not be any deficiency, it is expected, in the supply of competent enumerators, either in town or country.

5. Some care seems necessary in avoiding friction between the local officials of the Durbár and the holders of inám villages, such as is mentioned in paragraphs 70-73 of the report of 1881. Letters to the latter in person from high officials at head-quarters, explaining what is wanted and the means proposed by the Durbár for effecting it, will probably ensure the necessary co-operation As regards the *wánta* lands in which jurisdiction is reserved to the holder (where such exist), the arrangements for the census might be made by the Agent to the Governor-General, but the results should be abstracted and tabulated under a separate heading by the Durbár.

6. The *circle registers* to be prepared might be in the form given at pages 2 and 3 of the report. In column 5 of that given in paragraph 6, it will be advisable to enter the population as returned at the census of 1881. In column 4 of the form given under paragraph 9, the number of separate sub-divisions, but not the names, might be entered with advantage, and in column 6 of the same form the number of houses shown in the return of 1881 should be entered as a guide in deciding the number of blocks required. Some systematic training of supervisors and enumerators should be organised some time before the preliminary record begins, which will be early in January in the country and towards the end of that month in the larger towns. The definition of a *house* adopted for British territory is that of 1881, on which stress is laid chiefly on the existence of a separate entrance from the street, lane, or road. At the same time the instructions for the present census entail a subsidiary explanation of how special collections of houses, such as pols, village..

quarters, chals, &c., to which the general definition is not correctly applicable, are to be numbered. Fractional numbering should be avoided as much as possible, though in towns and large villages of over ten blocks, no doubt the addition to the block and house number of the circle letter is necessary. As a rule, serial numbering by villages, not by blocks, is desirable, but for large collections of houses the series can easily be separated for puras, muhallas, or wards, provided a capital letter is shown above the subordinate numbering to distinguish the circles. The standard size of a block had better remain at 60 houses except in the case of compact villages without hamlets, or towns in which the houses are small and of only one story. For convenience in abstraction, however, it is recommended that the enumerator of a block of more than 40 houses should be furnished with two or more books of schedules. It is, therefore, advisable to have the enumeration-books stitched up at the press in fixed sizes of, say, 25, 45, and 60 pages each, so that they can be distributed according to the size of the block. This can be managed if the blocks be all numbered by November, so as to leave December for the distribution of the books, but it will be necessary to provide a column in the circle registers for the number of *books* issued for each block in the circle, so that the correct number may be collected after the census. These last, moreover, should be packed at the press in bundles of each size of book respectively, so that there may be no confusion when the indents are being executed. A central record office for the distribution should be established at convenient places, such as Nausári, Baroda, Patan, and Amreli, to which the parcels should be sent from the press direct.

7. The printing should be begun in time enough to allow of the full supply of books being at the above centres by the 1st of October at the latest. If the translations of the schedule headings and of the instructions and block-lists, &c., be sent in May, there need be no delay such as occurred in 1881. The abstraction-sheets and tabulation-registers should be all printed between October and February, so that the central office or offices may be able to start work from the 1st of March 1891. It is hoped that the form of Imperial schedule will be published by the end of April 1890, and with it will also issue the forms of working sheets and registers. It may be noted that it is proposed to have the schedule used by the Rajputána-Malwa Railway the same as that prescribed for British territory, which will probably be adopted by the Durbár, so that the inconvenience mentioned in the report of 1881 caused by the introduction of a second form of schedule, will not recur.

8. The number of blocks in 1881 was about 11,400, so that about 12,000 may be provided for in 1891. Assuming that one-half require two books of schedules, and that the average size will be for 40 houses each book, some 18,000 to 20,000 books will be required. Each book should be complete with instructions, sample schedule, block list of houses and abstract form.

9. In order to abstract more speedily and with greater convenience than in one large central office, it might be worth while, now that Baroda is connected by rail with all its chief towns, to have abstracting centres at Nausári, Amreli, and Patan, as well as at Baroda. In this case either Mr. Bhatwádekar or his assistant could always be at Baroda whilst the other was on visits of inspection, but it will be only possible to adopt this system if a good man can be appointed as deputy in charge of each of the divisional offices.

10. Copies of general census orders and circulars should be sent to the Census Commissioner and also to the Superintendent of Census Operations for the Bombay Presidency, who will in turn supply the Durbár with copies of those issued by him for British territory.

No. LXXXVIII.

General proposals regarding Census arrangements in Feudatory and Foreign Territory.

NOTE $\frac{\text{J.}}{1890}$.

1 In the course of his recent tour, the Census Commissioner visited Abu, Indore, Baroda, and Bangalore. At Ootacamund he met the Resident in

Mysore and the officers appointed to superintend the census operations in that State. He also discussed, as far as was then possible, the proposals with regard to Travancore and Cochin. The Census Superintendent for Hyderabad accompanied him to Bombay, and there discussed the preliminaries suggested to the administration of His Highness the Nizam. In Rangoon he received information as to the amount of information to be expected from the Superintendent of the Shan States. He understood at Shillong that there would be little or no difficulty as regards Manipur, whilst Mr. Paul at Darjeeling gave him the benefit of his experience as to the prospects of a census of Sikkim. Regarding Aden and the Somali Coast Settlements, the Census Commissioner will take the opportunity of discussing what can be done with the Political Resident next month (July). He understands that the Bombay feudatories will, as in 1881, adopt the census of procedure of British territory as far as possible, with the exception of Khairpur, regarding which State information is still awaited. The feudatories connected with the Government of Bengal, the Punjab, and the North-West Provinces, as well as those in the Central Provinces, will probably adopt in nearly all cases the census system of British India. This Note purports to deal with special measures, or points which it seems should be brought to the notice of the Government of India in the Foreign or Finance Departments.

2. *Rajputana.*—A separate Note (No. 60, dated 7th June 1890) has been prepared about the census here. Copies have been forwarded direct to the Agent to the Governor-General; but if the Government of India approves of the suggestions made in this Note, it would perhaps be advisable to have a copy formally sent through the Foreign Department. As regards Census charges, the account for forms will be included in that furnished by the Superintendent of Government Printing, Bengal, and the amount will be debited, on countersignature by the Agent to the Governor-General or the Political Agent of each State, as may hereafter be arranged, against the allotment in the Census grant against "India" or "Printing of India" according to the total amount. It is not probable that any establishment will be required at the Agent's head-quarters during the financial year 1890-91; but if the Agent to the Governor-General finds the correspondence on circulars or about printing heavy, he should be asked to send his estimate for the addition to his establishment to the Census Commissioner by October, and the latter will communicate with the Government of India on the subject. The same estimate should include petty charges, if any, incurred through the Political authorities on account of railway carriage of forms, &c. The enumeration of Cantonments where there is a Cantonment Fund will be paid for from that Fund, but the abstraction and tabulation will be chargeable to Government in the Ajmir Budget for 1891-92, in which year also the charges for a central compiling office at Mount Abu should be provided.

No. LXXXIV.

3. *Central India.*—A separate Note (No. 35, dated 8th April 1890) has been prepared regarding this Agency, entering more into detail than is the case in the corresponding memoranda on other Political charges by reason of the greater difficulty likely to be met with in taking a census there. Copies of that Note have been sent to the Agent to the Governor-General, and it is proposed to hold a conference of the Political Agents on the 15th July, at which it will be discussed how far the suggestions made in the Note require more modification. The smaller form of schedule suggested has already been sent for translation and revision, and will be printed in Calcutta by the Superintendent of Government Printing for Bengal. It is advisable for the Government of India if approving of the proposed arrangements to send a copy of the Note formally to the Agent to the Governor General confirming the same, subject to the modifications which may be accepted after discussion at the proposed Indore meeting of Political Agents. As regards finance, the Census grant for "India" will be chargeable with any proposed addition to the establishment of the Agent to the Governor-General, with the cost of schedules and their carriage from Calcutta in the case of all States which do not offer payment for the same, and to any special charges incurred during the year ending on the 31st March 1891 in connection

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with the preparations made for Agency abstracting offices, such as furniture, stationery, &c., as mentioned in the Note. In forwarding the latter as above proposed, the Agent to the Governor General should be asked to obtain and forward to the Census Commissioner estimates of those charges, as well as sending to Calcutta the more urgent indents for schedules in the vernacular. The arrangements regarding Mhow, &c., and the railway will be discussed at Indore.

4. *Hyderabad.*—Copies of Note No. 63, dated 4th June 1890, have been sent direct to the Resident. Since that date it is understood that the Administration have decided to adopt nearly the whole of the British schedule, and have made their arrangements about the printing. For the present, therefore, nothing seems necessary than for the Government of India to communicate to the Resident formally, and with its approval, the above Note. The census of cantonments and bazars will be taken by the Officers Commanding and the Cantonment Magistrates respectively, and the returns abstracted and compiled under the direction of the Berar Superintendent, and communicated, when completed, to the Resident in detail.

No. LXXXV.

5. *Mysore.*—The note on this State (No. 61, dated 31st May 1890) was drawn up after consultation with the Resident and the State Census Superintendent. So far as the State itself is concerned, there is no need for further action on the part of the Government of India at present than the confirmation to the Resident of the proposals made in the Note. As regards Bangalore, Civil and Military Station, the forms will be supplied from Madras, and indents should be asked for at once, to be sent to the Superintendent of the Madras Census Operations. Estimates also of any expenditure in connection with enumeration should be prepared against Cantonment or other local funds. Those for preliminary abstraction charges should be prepared in consultation with the Resident by Mr. Stuart, who will distribute the total amount rateably between this station, Coorg, and the Madras Kanarese tracts.

No. LXXXVI.

6. *Baroda.*—The proposals made in the Note (No. 36, dated 8th April 1890) were discussed generally with the Agent to the Governor-General and the State Superintendent of Census. The Baroda Durbar made very efficient arrangements for the census in 1881, and have begun betimes with those for 1891. All that seems necessary, therefore, is to confirm the Note in communicating it formally to the Agent to the Governor-General, and to request him to arrange for the enumeration of the Cantonment and the abstraction of the returns thereof, with the Superintendent of Census Operations for Bombay.

No. LXXXVII.

7. *Kashmir.*—The Census Commissioner has been unable to have any personal consultation with the Resident or the Durbar officials. A Superintendent, however, Pundit Bhág Rám, has been nominated for the census work, and has been furnished with copies of such general circulars, forms, and instructions as the Census Commissioner thought would be of use in framing the corresponding documents for the State. The Superintendent of Census Operations in the Punjab, too, has been asked to forward copies of his circulars to the Resident. As far as information has been received, arrangements for printing, &c., have been delayed pending settlement of the forms. It may be advisable for the Government of India to ask the Resident for a report on the general progress of the census preliminary arrangements up to, say, the 1st of September next, to be sent in during the first-half of that month, as the Census Commissioner will not be able to meet the Resident till within a comparatively short time of the census.

No. LXXV—LXXVII.

8. *Biluchistan.*—It has been suggested that only a rough house-census should be taken of the greater part of this Agency, and that the registers should be prepared during the cold weather of 1890-91, so that the returns for the two years may be compared between March and June 1891, and an approximate estimate of the population worked out for the Census tables. It has been ascertained that the above registers have been duly prepared for most of the Agencies, so a summary

of them should be asked for by October next for the perusal of the Census Commissioner, and for any suggestions he may have to offer with reference to those for the coming winter. As regards cantonments, the Agent to the Governor-General should be asked to communicate to Mr. Drew, the Superintendent of Census Operations for Bombay, as soon as possible the number of houses, troops, and estimated quantity of schedules he will require, and the language or languages in which the schedules should be printed. It might be suggested that although English and Sindhi alone may be used for filling up the forms, instructions in Punjabi, Marathi, Hindi, and Urdu can be obtained through the above named Superintendent for the use of the enumerators.

9. *Sikkim.*—It was the opinion of Mr. Paul, Deputy Commissioner of Darjeeling, that no regular synchronous census of Sikkim should be attempted, but that a house-to-house registration of population by sex and race should be taken in hand in May 1891 and completed by July, when the Political Officer should obtain the registers and submit compiled totals of the information thus recorded to the Census Superintendent for Bengal. The Government of Bengal should be asked, therefore, whether this proposal meets with their commendation, and, if it does, to issue instructions accordingly to the officials concerned.

10. *Shan States.*—A register has been prepared by Lieutenant Daly for the Cis-Salwin States, which will be revised next year so as to be of use in reference to the return of villages, houses, and races in each State. In some parts of the country more detail than in others is being recorded, but, on the whole, the amount of information obtainable is as much as can be expected, and it is useless to extend to these States any regular census operations. As to the Trans-Salwin States, no enumeration of any sort is to be attempted.

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11. *Chin-Lushai border.*—The Shan registers will be sent to the Chief Commissioner, Assam, and he will see what the Political Officer in charge can safely attempt in the way of similar registration; but it will be scarcely possible to obtain any data suitable for census compilation, and on the Burma and Bengal sides of the tract in question none at all will be proposed.

12. *The Feudatories of Bengal, North-West Provinces, and the Punjab.*—No difficulty is expected to arise with regard to any of these. Frontier tribes in the Punjab will be either omitted in certain cases, or enumerated by houses through their local headmen. In Tipperah, Chota Nagpur, and the Orissa Hill States, it will probably be found advisable to adopt a similar return than that required for other States, but no opposition to the measure in general is anticipated.

13. *The Feudatories of Madras.*—The same arrangements as in 1881 are proposed with regard to the smaller and Hill States. As to Travancore and Cochin, the Madras Government has not yet received any reply from the former to an enquiry whether these States will adopt the British Indian schedule. From Cochin the reply is in the affirmative.

14. *The Feudatories of Bombay.*—There seems to be no doubt but that all these will fully adopt the British Indian schedule and procedure; but as yet no reply has been received as regards the Mír of Khairpur, who stood alone on the last occasion in preferring the simpler form of schedule. The only question as regards these feudatories is how far some of them should be enumerated entirely at the cost of Government; and it does not appear that the Local Government has offered any objection to the presumption stated in paragraph 2 of Foreign Department letter No. 4189-I., dated 28th October 1890; all that remains to be done is to request that an estimate should be sent with as little delay as possible to the Census Commissioner of any expenditure on enumeration which in accordance with the precedent of 1881 or otherwise, it is proposed to incur on behalf of any State or Agency.

15. *Aden and the Somali Coast.*—The local authorities have already expressed an opinion that a regular census is out of the question in the Somali settlements. There is probably no difficulty with regard to Aden and Shaikh Othman, and on both

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these matters the Census Commissioner proposes to confer with the Political Resident during July; and if a rough non-synchronous house-enumeration is possible on the African dependencies, it will be attempted.

16. *Foreign Territory.*—In 1880-81 the French authorities at Chandernagore, Pondicherry, Mahé, Karikal, and Yunan, and the Portuguese at Goa, Daman, and Diu were addressed by the Government of India in the Foreign Department with the view of obtaining a return of the British subjects residing within those territories on the census night. The returns for French territory are included in the Bengal and Madras tables respectively, but those for Portuguese India were not furnished correctly in time for incorporation with the Bombay returns. It may be advisable as an act of courtesy to inform the French and Portuguese authorities that the census of British India will be taken on the night of the 26th February, and to request the co-operation, as in 1881, of those authorities in the enumeration of British subjects in foreign territory; forwarding at the same time a copy of the tables which it is decided in Home Department Resolution No. 3 Census (114-124-A.) should be prepared from the returns, and suggesting that the French and Portuguese local authorities should put themselves in communication with the Superintendents of Census, Bengal, Madras, and Bombay respectively, on matters of detail.

SIMLA;
The 30th June 1890.

J. A. BAINES,
Census Commissioner for India.

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